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THE UNIVERSITY OF ALBERTA

ASSESSING MODELS OF CHANGE:
A CASE STUDY ANALYSIS

by



FRANK PETERS

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH
IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE
OF DOCTOR OF PHILOSOPHY

DEPARTMENT OF EDUCATIONAL ADMINISTRATION

EDMONTON, ALBERTA

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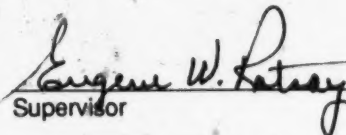
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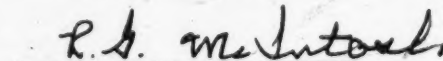
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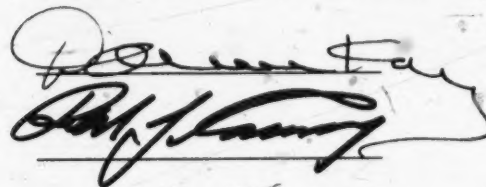
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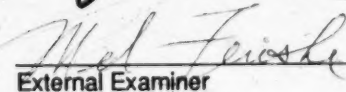
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This thesis is dedicated to

Maura, Muireann, Fergal and Ultan.

ABSTRACT

The purpose of this study was to determine the usefulness of two particular models of change for analyzing and describing the events and activities in four selected intervention attempts. The two models used in the study were the Elaborated Leadership Obstacle Course model developed by Herriott and Gross (1979) and a model based on the fifteen factors which Fullan (1982) identified as influencing the implementation of change in a causal manner.

Both of the models were used to analyze each of four case studies of local projects which were themselves part of the Education North Project. Education North was a planned intervention on the part of Alberta Education, working with a number of other agencies, in selected communities in northern Alberta. The purpose of the project was to encourage parents, community members and teachers to work together to improve the quality of education for the school-aged children of these communities. The project was coordinated and controlled through the Planning and Research Branch of Alberta Education.

From 1979 to 1982 the operation of Education North was monitored and evaluated by an external evaluation team composed of staff members from the University of Alberta. The researcher was project administrator for the evaluation and came to know the entire Education North operation quite intimately. The final report of the evaluation identified three different types of intervention strategy used in the implementation of the project. These were referred to as a funding strategy, a project strategy and a society managed strategy, and it was found that these strategies were most clearly used in the projects of Lac La Biche, Little Red River and Slave Lake respectively. The case studies of these three projects were used in the present study. The Wabasca-Desmarais project was unique among the seven projects in Education North in that it was the only one in which the agreement between The Minister of Education and the local project group was terminated prior to the end of the three year project period.

To achieve the purposes of the present study, six criteria of usefulness were selected, based on those presented by Dye (1981) and the two models were assessed on these six criteria. Both models were found to meet these criteria. It was found however, that while both models simplified the phenomena which were being examined, to some extent, they did this more by facilitating the ordering of the data and by providing a focus for the examination than by providing a simple view of what was an essentially complex and highly involved process. In this regard it was considered necessary to de-emphasize the ability of the models to simplify the understanding of the phenomena which were being examined, though the first of the six criteria of usefulness used in the study included this as a desirable characteristic in a model.

Both of the models assessed in this study were found to be useful in identifying tasks and factors not attended to in the case studies which were examined. The ability of the models to identify such features suggests that they could be used, not just analytically in an *a posteriori* fashion, but also predictively.

A number of implications were drawn from the study which could inform practitioners in the field of educational change or which could assist in directing further research in the area of change implementation.

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CHAPTER I

INTRODUCTION

Education North: A Human Resources Development Project, was a planned intervention on the part of Alberta Education, the Department of Education in the province of Alberta, working in concert with other government agencies, provincial and federal, in selected communities in northern Alberta. The purpose of the intervention, according to Ingram and McIntosh (1983a:3), was to encourage "parents, teachers, and other community members in small, isolated northern communities to work together in improving the quality of education for school-aged children."

The project operated in seven different community areas during its lifetime and from 1979 to 1982 the operations of each of the seven local societies in the project were monitored by an external evaluation team. This monitoring provided the information which made it possible to write the case histories for each of the seven sub-projects in Education North.

Herriott and Gross (1979) and Fullan (1982) have proposed frameworks or models dealing with the implementation of planned change which, while approaching implementation from different perspectives, were both presented as being comprehensive in nature. Fullan listed fifteen interrelated factors which he felt (1982:56) "... causally influence implementation in the direction of some sought after change." Herriott and Gross (1979:362), in presenting their ELOC or Elaborated Leadership Obstacle Course model, provided what they considered to be a comprehensive overview of "the educational change process." They also stated that their model "facilitates the identification of the types of obstacles that may be encountered in each of its stages and the essential leadership tasks required to overcome them."

Education North provided an opportunity to assess the usefulness of the Fullan and the Herriott and Gross models.

BACKGROUND

The Education North project was initiated in September 1978 though official approval to proceed had been given by the Minister of Education in December 1977. The background events and activities leading up to the establishment of Education North can be identified clearly as far back as the early 1970's. Ingram and McIntosh (1981: 13ff.) provide a comprehensive and detailed review of the events and activities leading up to the establishment of the Education North project. The material in the following pages draws heavily on that work.

In 1972 the report of the Task Force on Intercultural Education identified some of the difficulties facing educators in Alberta with respect to native and cross cultural education. It examined drop-out rates and grade retention statistics and identified some programs which had been introduced in an attempt to alleviate these problems. The Worth Report (1972) proposed that more responsibility be given to individual school communities through the establishment of School Councils, whether in native communities or not.

The Metis Association(1973) developed a position paper which called on the government to commit itself to a specific policy on native education. The Association demanded that this policy take into account the following:

1. Course content reflect the history, present position and aspirations of the people to whom the course was directed.
2. Local communities be involved in the representative and responsible government of their schools.
3. Pre-school preparation programs with Native teacher-aides be set up to bridge the culture gap experienced by Metis children.
4. Study facilities and school lunches be provided in areas of inadequate housing and malnutrition.
5. Adult education accompany and complement child education.

6. Technical training programs for adults be linked to existing and emerging job opportunities.

Other observers have expressed the concerns of Indian and Metis people in less specific terms. For example, Goller (1977) found that the problems of students in remote northern Alberta communities appeared to be very similar whether the children came from an Indian background, a Metis background or from some other ethnic minority group. The major problem facing educators, he stated, related to the suitability of the educational programs for students in remote communities whose background and aspirations differed markedly from the average white, urban child for whom the program had originally been designed.

Early Attempts to Meet the Need

In 1973 the Alberta Department of Education made available an annual budget of \$50,000 for cross-cultural education. This budget was administered through the Curriculum Branch. Dr. Harry Sherk, a staff member in that branch, established an ad-hoc Cross Cultural Education Curriculum Committee to advise on the distribution of these funds. In an interview in 1979 Dr. Sherk stated that the major impression he obtained from an examination of cross cultural programs in Saskatchewan, Arizona, Montana, and New Mexico was the necessity to involve local communities in projects if they were to be successful. Identifying groups which were showing initiative at the local level and assisting these groups in their efforts appeared to be the most successful course of action.

In the fall of 1973 a Native Curriculum Resources Project was established through the Curriculum Branch of the Department of Education. The group working on this project attempted to identify educational programs and curriculum resources for and about Native people. Three reports were produced through this project:

- a selected bibliography of resources for Native studies programs;
- "Defeathering the Indian," a handbook on Native Studies, by Emma Laroque;

- A report on a Native Curriculum survey compiled by O. Haythorne.

In Spring 1974 support was expressed for the concept of sharing responsibility between the Alberta Department of Education and local communities. Shortly after this the chairman of the Cross Cultural Education Curriculum Committee, Dr. Sherk, was given the task of seeking funds for an experimental, community based curriculum development project. His proposal met with approval in principle at several levels of operation within the Department of Education but was ultimately unsuccessful in obtaining any money and by 1975 the committee had disbanded.

Although some attempts were made to deal with the perceived problems on an inter-provincial basis, through the Canada Studies Foundation, it was decided in early 1975 to address the problem within the confines of Alberta alone. In the meantime Dr. Sherk had moved to the Planning and Research Branch in the Department of Education. Within this branch he received strong support for the idea of developing a project to address the problems within this province. The decision was also made to seek support from other departments of the Alberta government and an ad-hoc inter-departmental group was established to develop a proposal for a project which would be based on curriculum construction and community development. (It became clear from interviews held later that the use of the term "community development" referred more to community involvement and participation as opposed to a direct school system intervention than it did to the more traditional definitions of the term which had been popular during the preceding decade). This committee ran into some difficulties at first as members from other departments expressed doubts about the ability of the staff members of the Department of Education to operate in a community development mode. Dr. Sherk, in an interview in 1979, indicated that a basis for progress and development was established only after he, the chairman of the committee, did some very strong talking.

Parallel with the activities discussed above, a study group operating under the

chairmanship of Dr. W. H. Swift and including Dr. R. J. Carney and Mr. D. Ewasiuk had begun an investigation into the educational needs of the students served by Northland School Division. The "Report of the Northland School Division Study Group" was presented to the Minister of Education in July 1975 and, in many respects, further emphasized the need for a project such as Education North. Among the recommendations of that investigation were the following:

- That the development and use of materials in harmony with the children's environment be encouraged;
- That local residents be involved in school programs when they have knowledge or skills they can contribute;
- That the Department of Education take the initiative in the establishment of some sort of curriculum centre or agency having as its purpose the development of curriculum materials useful not only in Northland but in other jurisdictions having considerable numbers of native pupils.

In November 1975 the Minister of Education, the Honorable Julian Koziak, established the Project North Task Force and appointed Mr. Fred Dumont as coordinator. This group was established as part of the involvement of Alberta in the Canada/Alberta North Agreement which had been drawn up in an attempt to improve job opportunities and social amenities for the people in more remote communities in Northern Alberta. Under this agreement funding for planning and research and program implementation would be shared equally between the federal Department of Regional Economic Expansion (DREE) and the Government of Alberta.

With the establishment of this task force events moved rapidly. In January 1976 Mr. Dumont held discussions with the members of the Northland School Board and he also held discussions with representatives of the Department of Education, the Northern Development Branch, the Native Secretariat and the Department of Advanced Education and Manpower. These groups expressed support in principle for the work of the task force and similar support was received from representatives of the Federal Department of Indian Affairs and Northern Development.

In February 1976 the Department of Education began to explore the extent to which local groups could legally be given responsibility for self management, including the dispersal of government funds. The title "Education North" was proposed for the project in March 1976 and in this month also a meeting was held with the Honorable Bob Bogle, Minister without Portfolio in the provincial government but with responsibility for Native Affairs. By this time the project group had widened the concept they were dealing with to include a greater emphasis on community development/involvement and Mr. Bogle stressed the need to involve native people in the project and on any planning committee. Further emphasis was given to the work of the Education North Task Force in a communique which Mr. Bogle received in April 1976 from the Department of Social Services indicating the magnitude of the drop-out rate among children of native background.

At this time discussions were held by the members of the ad-hoc planning committee regarding the role of the coordinator. The representatives of the Department of Education wanted to ensure that the coordinator would be appointed by that Department and would not be subject to direct control by the members of the proposed advisory committee. At this time also names of nominees from community groups in the northern part of the province were sought for consideration as advisory committee members.

Detailed Proposal Formulated

In May 1976 a detailed proposal for the Education North Project was produced. It recommended an immediate start on the first phase of the project which was the planning phase. It was also recommended that the second, or operational, phase begin in April 1977. (These dates were later shown to be far too optimistic). Early drafts of the proposal called for a support staff of a coordinator and three consultants, two of whom would be curriculum specialists and the third a specialist in community development and relations. Mr. Dumont was the acting coordinator of the project at this stage. In June 1976 the Minister of Education, Mr.

Koziak, agreed to seek cabinet approval for the project and he sought and obtained expressions of support from the Northern Development Branch, the Native Secretariat, and the Department of Advanced Education and Manpower, in addition to the federal Department of Regional Economic Expansion and the Department of Indian Affairs and Northern Development. At this time the Alberta Department of Advanced Education and Manpower spokesman again insisted that the project must include genuine community involvement and also that there must be a firm proposal regarding its evaluation.

The report of the Project North Task Force was submitted to the Minister of Education in November 1976 by the coordinator of that group, Mr. Dumont. The recommendations of that task force were, not surprisingly, highly supportive of the type of interventions which had been put forward in the proposal for the Education North project six months earlier.

By early in the following year, 1977, the steering committee to plan the details of the project had been given a title, The Minister's Advisory Committee for Education North, (MACFEN), although it was not officially constituted as such until November of that year. This committee met from early in 1977 and included representatives from the four provincial departments involved with the project and representatives from six different communities in northern Alberta. The committee was established under section 6(1) of the Department of Education Act and was responsible formally to the Minister of Education through the Planning and Research Branch of the Department of Education. Decisions of the committee were to take the form of recommendations to the Minister for action. All advisory committee members were ministerial appointees though the representatives of the government departments were nominated by those departments.

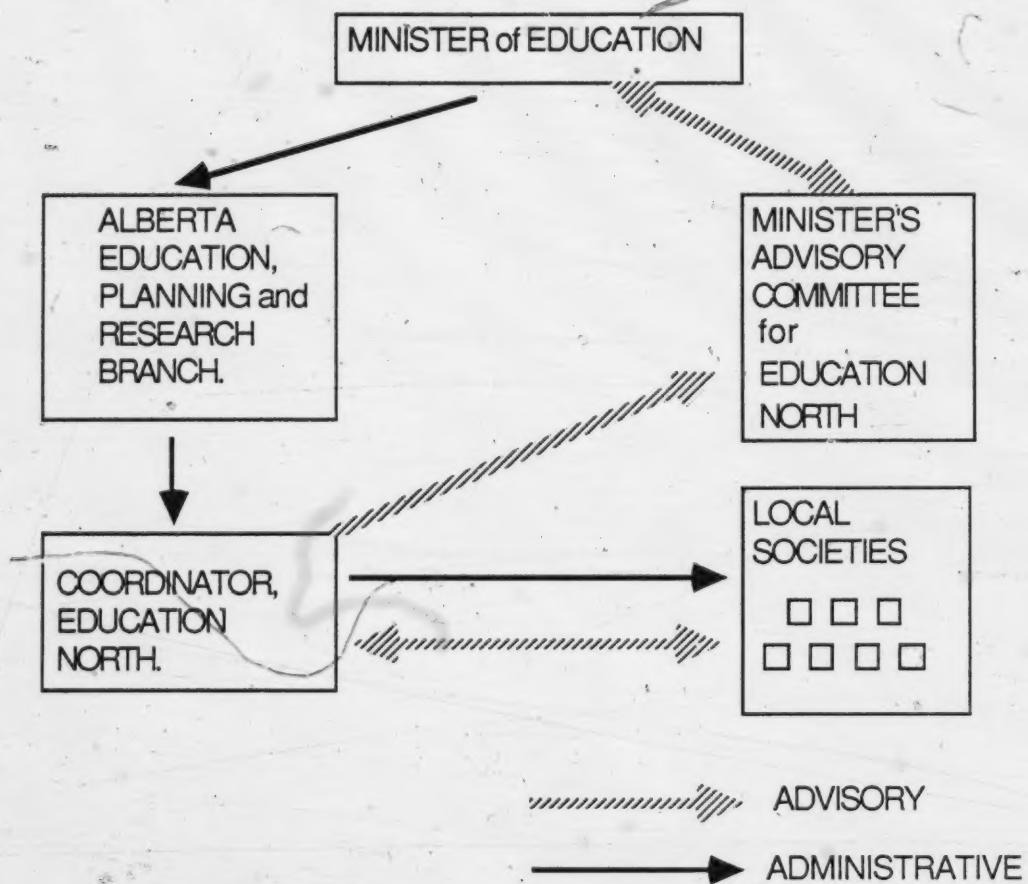
The entire Education North project was coordinated and controlled through the Planning and Research Branch of the Department of Education. The ultimate responsibility for the project rested with the Minister of Education and agreements with local societies were signed in his name. The Planning and Research Branch established the Education North

office and appointed staff to it. Finally, The Minister's Advisory Committee functioned separately from the Planning and Research Branch and its members were appointed directly by The Minister to advise him regarding the operation of the project. The operational structure of the entire project is displayed in Figure 1.

The local societies related directly to the coordinator of Education North whose office was in High Prairie. During the life of the project four different people served as coordinators. Mr. Fred Dumont, the first coordinator, served in this capacity from August 1978 to July 1979, though he had, as has been stated, involved extensively with the developmental work which preceded the establishing of the project. He was succeeded by Mr. Lalta Kunjbehari (later Dr.), an administrative intern in the Department of Education. In January 1980 Dr. David Young succeeded Mr. Kunjbehari as coordinator and he continued in this position until February 1982. Mr. Rene Anctil succeeded Dr. Young in March 1982 and he acted as coordinator of the project until it was brought to a close.

The Minister's Advisory Committee for Education North was made up of ministerial appointees and included representatives from the Native Secretariat, Alberta Advanced Education and Manpower, Alberta Education, and appointees from various northern Alberta communities. The Northern Development Branch, the executive arm of The Northern Development Council, was also represented on this committee as this body was responsible for overseeing the expenditure of federal funds from the Department of Regional and Economic expansion which were available to the project through the Canada / Alberta North agreement. Among the tasks assigned to The Minister's Advisory Committee was the development of "criteria for the identification and selection of project communities." In addition, the terms of reference for the committee stated that it should formulate recommendations to the Minister with respect to "...selection of communities for a project, based on the criteria developed."

During early 1979 local community groups were contacted with a view to their



(Prepared by Dr. D. Young, Coordinator of Education North.)

Figure 1
The Formal Structure of Education North

participating in the project and eventually seven project areas were selected, namely, Atikameg, Fort Chipewyan, Fort Vermilion, Lac La Biche, Little Red River, Slave Lake and Wabasca-Desmarais. Not all of these were in the strict sense "communities." For example, in Little Red River there were three distinct, geographically separate communities integrated by a single Indian band administration, while in Lac La Biche there were six separate communities. Figure 2 shows the location of the seven Education North areas.

While the overall objective of the project in the selected communities was to bring about improvements in the educational services through greater participation of the residents of these communities in the educational process, certain specific goals were spelled out in a May 1978 Education North report of the Minister's Advisory Committee.

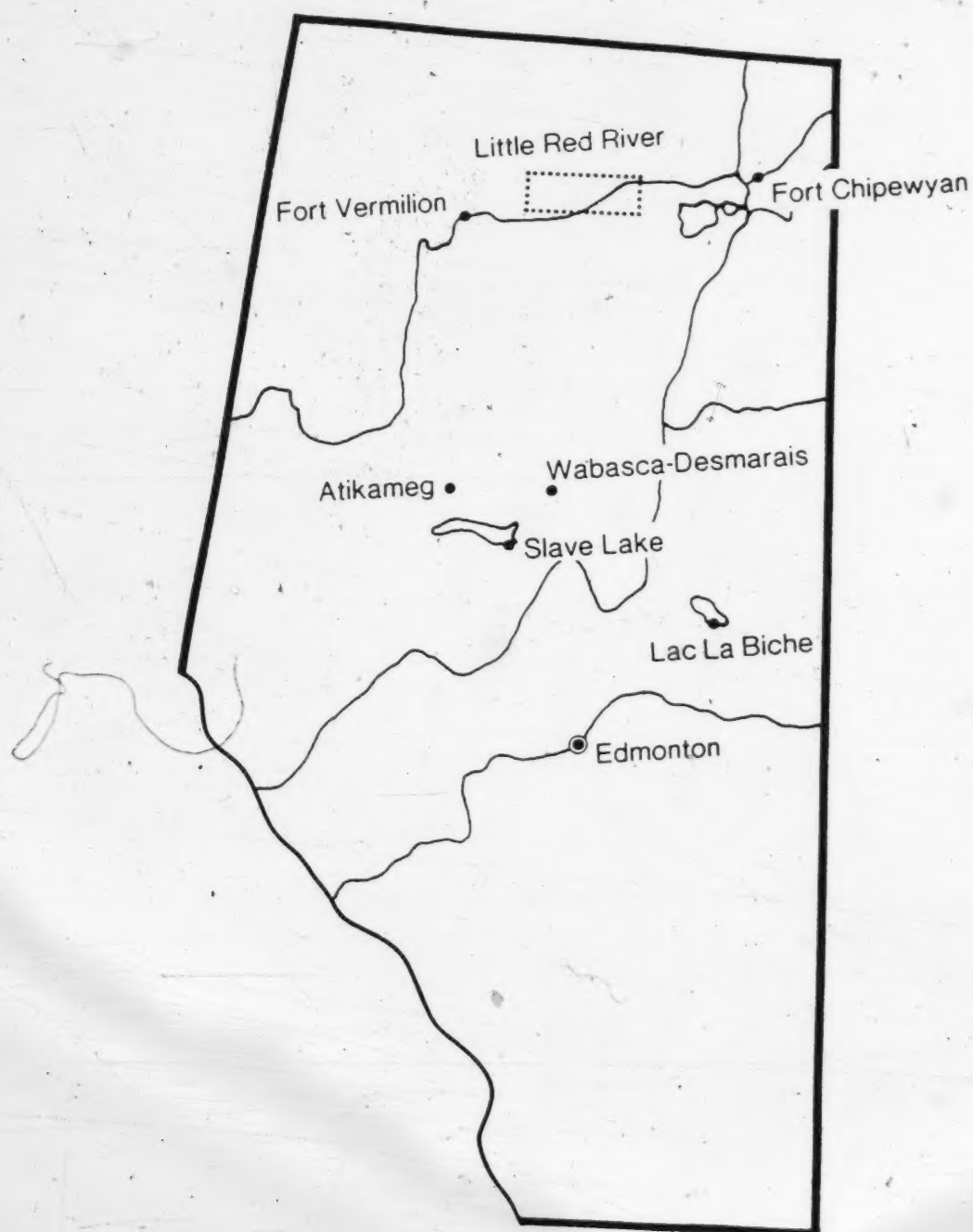
1. The development of increased parental support and community commitment to schooling by direct, active involvement in the local school's operation.
2. The re-designing of aspects of curriculum content, if required, subject to prior approval of Alberta Education.
3. The identification, collection, development, production and dissemination of localized educational materials.
4. The development of improved programs of orientation of teachers to northern people with the view to improving teachers' retention, community relations skills and class - room performance.
5. The implementation of a program to encourage long term participation by adults in community education activities.

In addition, the report anticipated benefits which might flow from the implementation of the project.

Anticipated Benefits of the Education North Project

The anticipated benefits of the Education North project are implied in its general and specific objectives. Three publics are expected to be served concurrently: (a) the child in the classroom, (b) the adult in the community, and (c) the professional educator. Hence the end product is considered to be multidimensional. For example, several dimensions of the end product involve growth in adults while participating in activities aimed at improving a specific aspect of the school's operation. These are:

1. Improvement in decision-making capabilities.
2. Development of an increased awareness of and support for



(Source: Ingram and MacIntosh, 1981.)

Figure 2

The Seven Education North Areas

what goes on in the classroom.

3. Improvement in skills of adults within the community to assume advisory responsibilities to educational and other agencies delivering services to the area.
4. Development of necessary skills in adults to allow for active and meaningful involvement in the instructional process as para-professionals.
5. Development of an increased number of positive identification models for children in the community.
6. Development of a more positive relationship between the professional educator and members of the community.

Other dimensions of the expected end product of the project relate to improving service to the child in the classroom. These are:

1. Improving the relationship between the school and the community.
2. Making education, curriculum and instruction more relevant to the needs and life styles of northern Albertans.
3. Improving community commitment to education.
4. Promoting growth in parental support for what goes on in the classroom, thus enhancing the credibility of the school system.
5. Improving continuity of instructional ancillary staff services to northern Alberta.
6. Improving the school's holding power on students.
7. Improving student achievement and self image.
8. Improving teacher perception of community goals and objectives.

While the goals to be attained and the benefits which could be anticipated were spelled out clearly, if not exhaustively, no direction was provided as to the processes which might be employed in the local associations in order to achieve these ends. Only one stipulation was laid down for these associations and that was that it would be necessary for them to become registered as a society under the Societies Act of Alberta prior to the provision of any funds. These local, legally-constituted, formal societies then became responsible for implementing the project, in the manner they considered appropriate, in their own project communities.

During the implementation phase of the Education North project an ongoing

evaluation was carried out. In the course of this evaluation, Ingram and McIntosh (1981:137) gradually came to realize that the project was "... not a single, homogeneous strategic alternative but rather ... a cluster of alternatives." They proposed the classification of (1) project strategy, (2) funding strategy, and (3) society-managed strategy to describe the observed alternatives. A further explanation of the three terms follows.

Project Strategy

This involved the concentration of effort on a particular task or tasks with a predetermined end-product. In the case of The Little Red River project in Education North, the specific anticipated end-product was to be a series of reading materials for the young children of the communities which would be based on the traditional stories told in these communities.

Funding Strategy

"In a sense," according to Ingram and McIntosh (1981:137), this was "an Education North in miniature." The intention was to provide "seed money" to the schools and communities involved with the Local Education Society to enable them to carry out proposed activities which had met criteria established by the society. The Lac La Biche society was identified by Ingram and McIntosh (1981:137) as having adopted this strategy.

Society Managed Strategy

Various types of activities or projects designed to serve the purposes of the local education society were undertaken by the society itself. The Slave Lake society, among others, was identified as having adopted this strategy.

As indicated above the Education North project was a deliberate, planned, intervention in a number of northern Alberta communities beginning in 1979. The origins of the project can be found much earlier, however, in groups such as the Cross Cultural

Education Curriculum Committee established in 1973, and in the Native Curriculum Resources Project which got underway the same year. While these and subsequent activities can be seen as stage-setting, the first formal proposal for the Education North Project was produced in May 1976. By early 1977 a steering committee had been set up to plan the project and was given the title, The Minister's Advisory Committee for Education North (MACFEN). This committee consisted of representatives from four government departments and six northern Alberta communities. During 1977 and 1978 this committee arranged organizational details for the provincial project and in late 1978 a set of guidelines outlining the major objectives of the project was circulated to community groups in the identified target area. The intention was that the provincial project would move into Phase II, or the implementation phase, in the fall of 1979.

While this date can be taken as the beginning of the implementation phase of the provincial project, from the viewpoint of the local education societies it was merely the beginning of their projects. Indeed many of the societies encountered difficulties with their very first task, that of becoming incorporated under the Societies Act, well into 1980. These difficulties, however, can be seen as belonging to the implementation stage of Education North and it is in this sense that the activities of the local education societies were examined in the study. Each local project was, in this sense, part of the implementation phase of the larger project.

PURPOSE OF THE STUDY

The purpose of this study was to determine the overall usefulness of the Elaborated Leadership Obstacle Course model developed by Herriot and Gross (1979) and the fifteen factors identified by Fullan (1982) as influencing implementation, for describing and analyzing the case studies of four of the seven projects in Education North.

Criteria for Testing the Usefulness of a Model

The following six criteria for testing the usefulness of the ELOC and Fullan models of change implementation were adapted from those presented by Dye (1981:43).

1. A model should order and simplify the phenomena being examined. It should enable us to think more clearly about the reality we are studying and should help us understand the relationships we find in the real world. In this context the model should not over-simplify, as this may lead to inaccuracies, nor should it be too broad, as this may lead to overly complex relationships which do not help our understanding of the phenomena we are examining.
2. A model should also identify the really significant aspects of the object of our examination. It should focus on the "real" and "significant" components and direct attention away from irrelevant variables and circumstances. Dye points out (1981:44) that "what is 'real,' 'relevant,' and 'significant' is to some extent, a function of an individual's personal values." He emphasizes, however, that the utility of a concept or a model is related to its ability to identify what it is that is really important.
3. A model should, generally, be congruent with reality. That is to say it should have real empirical referents, though models or concepts which appear to be "unrealistic" may be useful if they help in directing our attention to why they are unrealistic.
4. A model or a concept should communicate something meaningful, that is there ought to be general agreement as to the definition of the terms used in the concept or in the model.
5. A model should help to direct inquiry and research by referring directly to real world phenomena that can be observed, measured and verified.

6. A model should suggest an explanation for the relationships identified. A model which merely describes the phenomena being examined is not as useful as one which explains or suggests possible explanations for such phenomena.

Projects in the Study

The four projects which were examined in the study were those identified by Ingram and McIntosh (1983a:169) as utilizing the project strategy, the funding strategy and the society-managed strategy, and the Wabasca-Desmarais project which was terminated in 1981 by special order of the Minister of Education. The three identified strategies comprise the prototypic strategies in what Ingram and McIntosh (1983a:169) call the "family of strategies," used throughout the entire Education North project.

Specifically, the manner in which the projects were implemented during the 1979-82 period in four of the initial project communities was examined in this study. This period corresponds to the final three years of Phase II, the implementation phase.

SIGNIFICANCE OF THE STUDY

This study is significant for a number of reasons. Firstly, because a model is merely an abstraction or a representation of what is considered to be reality, it is necessary to determine whether or not the models we construct are in fact accurate representations of the reality which they are intended to portray.

Secondly, determining the usefulness of a particular model will make it more valuable as a descriptive or as a prescriptive framework. Both of these purposes are considered legitimate for models by Kaplan (1964:258), by Zaltman, Florio and Sikorski (1977) and by Miklos and Kunjbehari (1981:1).

Thirdly, the models were used to analyze the implementation phase of four related

though discrete projects. Such an examination can, as Herriot and Gross (1979:40) point out, provide "fresh perspectives, sensitize . . . to types of variables which otherwise might easily be ignored, and suggest functional ways of conceptualizing the change process."

LIMITATIONS

There were a number of limitations on the study:

1. Documents. Though vast and extensive documentation on the Education North program is available and has been examined, there are a number of areas in the study where documentary evidence of decisions or events was unobtainable. Not all Education North Societies retained copies of minutes of all meetings. Where possible, interview data were used to corroborate and augment documented sources. In general, it was found that there appeared to be a greater emphasis on keeping documented records when local societies were encountering difficulties than when the projects were running smoothly.
2. Interviews. Interviews were conducted with a large number of individuals associated with the Education North project during the three years which the study addresses. Detailed notes of all interviews conducted by the External Evaluation Team have been used by the researcher. In many of these cases, though not all, the researcher conducted, or was part of the group involved in conducting the interviews. The interview data are limited and uneven as some interviewees were more communicative than others. The fact that the interviewees may have seen their own actions in generally favorable terms, and may not always have been able to recall the details of some of the project events, should be seen as possible limitations on the study.
3. Generalizability. The study was limited in its scope in that only two analytical tools were used to examine four specific case-studies of change attempts. Six specific criteria of usefulness were identified in the literature and used in the study. All of these factors limit the degree to which one can or should consider the findings of this study generalizable to other

settings.

DELIMITATIONS

There were also a number of delimitations placed on the study:

1. Time. The study was delimited to the period August 1979 to August 1982, the period during which the local Education North Societies attempted to implement the projects in their own communities.
2. Content. The study was delimited to an examination of the case studies of only four of the Education North projects. It was also delimited to an assessment of the usefulness of only two selected analytical tools and only six criteria of usefulness were used.

CHAPTER II

REVIEW OF RELATED LITERATURE

The sheer magnitude of the literature dealing with change and innovation obliges one to impose limitations as to the material being reviewed. Havelock (1968) identified over 4,000 studies in the area of innovation and admitted that he had probably failed to identify as many more again. In a more recent though limited bibliography, Van Meter (1984) identified almost 900 titles in a selected bibliography on Educational Change. The bibliography dealt only with studies published or conducted in the United States and covered the years 1965 to 1984.

In that there are various ways in which one can conceptualize the change process and its major components, it was considered appropriate to review the literature in these areas. It was considered particularly appropriate to examine the literature dealing with leadership as a factor in change. It was also considered appropriate and necessary to review the literature which dealt specifically with the implementation of change.

In the first section of this review, general models dealing with the change process and its major components are reviewed. This is followed by a section reviewing the literature dealing with the role of leadership in change. Finally, the literature dealing with the implementation of change is examined.

MODELS OF CHANGE

Researchers in the area of change have developed numerous models attempting to portray or categorize either the entire process or particular aspects of it.

Rosenblum and Louis (1981:21) identify what they describe as "two major approaches to the study of organizational change." The first of these focuses on change as a rational, manageable process where change takes place as a result of deliberate choices being

made. They point out that from this perspective the successful implementation of a given change is dependent on the extent to which "... needs are appropriately assessed, plans generated, consensus developed among those who must make the changes, and resources accumulated to support the plan of action." The second approach adopts a natural systems perspective and allows for the inclusion of non-rational factors, such as norms and beliefs and existing organizational structures and practices, which may be less amenable to a planned, managed approach. The authors immediately recognize the narrowness of both views, however, and state that "the development of a theory of change requires integration of both approaches."

In looking at change from a rational perspective it becomes necessary to consider the ease with which the proposed change can be effectively explained; whether or not the opportunity exists to implement the change on a partial, trial, basis; the overall simplicity of the proposed change; the extent to which the proposed change can be clearly seen as an improvement over past practices and the extent to which it conflicts with existing structures and stated values (Rogers and Schumacher, 1971).

In looking at change from the natural systems perspective, Rosenblum and Louis (1981:30) indicate that the implementation may, in fact, involve a degree of compromise between what appear to be purely rational choices, and existing organizational or societal characteristics. "The systems approach," they point out, "... reveals some of the elements that may condition the rational decision-making process associated with change." This orientation emphasizes the fact that in any change effort factors such as the following may be important: the culture, or orientation and values of the people who will be involved with the change, the existing structures in the society or in the organization into which it is proposed to introduce the change - - these should be seen as possible constraints to individual behaviour and may well pre-dispose people to behave in a particular manner; the characteristics of the people who will be involved with the change; and the nature of the environment into which the

change will be introduced.

Elmore (1978:189) presents four models "representing the major schools of thought that can be brought to bear on the implementation problem." He identifies the systems management model, the bureaucratic process model, the organizational development model and the conflict and bargaining model. Each, he claims (1978:190), "emphasizes different features of the implementation process." In a somewhat more negative vein he also points out that the major appeal of these models is that "each contains a common sense explanation for implementation failures." Elmore develops a series of four propositions pertaining to each of his models in an attempt to explain their essential features and capture the insights which each of them brings to bear on the study of change.

The systems management model adopts a rationalist view of change. Elmore (1978: 191) offers the following four propositions as bases for this particular model:

- 1) Organizations should operate as rational value maximizers.
- 2) Organizations should be structured on the principle of hierarchical control.
- 3) For every task an organization performs there is some optimal allocation of responsibilities among subunits that maximizes the organization's overall performance on its objectives.
- 4) Implementation consists of defining a detailed set of objectives that accurately reflect the intent of a given policy, assigning responsibilities and standards of performance to subunits consistent with these objectives, monitoring system performance, and making internal adjustments that enhance the attainment of the organization's goals.

The bureaucratic model accepts as its point of departure the assumption that the interaction between routine and discretion is the single, most essential feature of an organization. Elmore (1978: 199) presents the following four propositions as under-pinnings for this model:

- 1) The two central attributes of organizations are discretion and routine.
- 2) The dominance of discretion and routine means that power in organizations tends to be fragmented and dispersed among small

units exercising relatively strong control over specific tasks within their sphere of authority.

- 3) Decision-making consists of controlling discretion and changing routine.
- 4) Implementation consists of identifying where discretion is concentrated and which of an organization's repertoire of routines need changing, devising alternative routines that represent the intent of policy, and inducing organizational units to replace old routines with new ones.

The third model which Elmore presents is the Organizational Development model.

This model focuses on the ever-present conflict in organizations between the demands of the organization and the needs of the individual. Elmore (1978: 209) presents the following four propositions as containing the essential features of this model.

- 1) Organizations should function to satisfy the basic psychological and social needs of individuals - - for autonomy and control over their own work, for participation in decisions affecting them, and for commitment to the purposes of the organization.
- 2) Organizations should be structured to maximize individual control, participation, and commitment at all levels.
- 3) Effective decision-making in organizations depends on the creation of effective work groups.
- 4) The implementation process is necessarily one of consensus-building and accommodation between policy-makers and implementors.

The fourth model which Elmore (1978: 217) presents is the Conflict and Bargaining model and he posits that the following four propositions capture the essential emphases of this model:

- 1) Organizations are arenas of conflict in which individuals and subunits with specific interests compete for relative advantage in the exercise of power and the allocation of scarce resources.
- 2) The distribution of power in organizations is never stable.
- 3) Decision-making in organizational units consists of bargaining within and among organizational units.
- 4) Implementation consists of a complex series of bargained decisions reflecting the preferences and resources of participants.

In his presentation of these models Elmore (1978:226) admits that he sees nothing

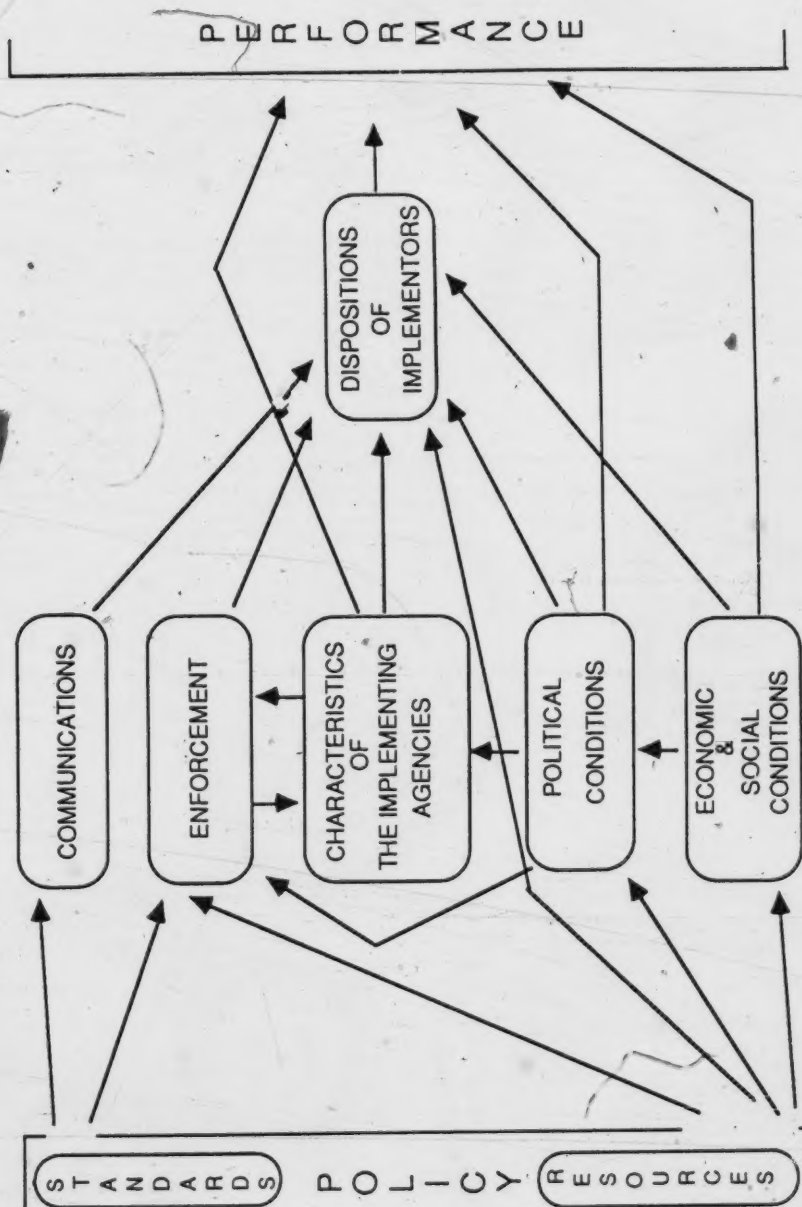
immutable in the distinctions he makes between the different orientations, nor did he intend to "... make any pretense of having captured all that is important in the implementation process."

He does feel that these models are useful, however, and indicates that "... modest empirical support can be found for the assumptions underlying each of the models." While not wishing to become involved in a discussion of the relative merits of the four models, he does indicate that, in his opinion, two ideas about the use of alternative models are of value

The first is that applying different models to the same set of events allows us to distinguish certain features of the implementation process from others. ... The second idea proceeds from the notion that certain kinds of problems are more amenable to solution when using one perspective than when using another. ... The problem is to understand when certain tools of analysis and strategies of action are likely to pay off and when not.

The final point presented in the quotation above emphasizes the viewpoint which Elmore refers to on a number of occasions, that models are not merely descriptive but also normative. Because people may tend to shape their behaviour in response to their understanding of, or affinity towards, a particular model, the model can also become predictive.

Van Horn and Van Meter (1977:106) propose a model of policy implementation which identifies the factors which they consider to be important if a policy is to be effectively implemented. They define implementation in the following manner: "Policy implementation encompasses those actions by public and private individuals (or groups) that affect the achievement of objectives set forth in prior policy decisions." An effectively implemented policy, however, is not one that is merely complied with, but one where the intended goals are attained while at the same time adverse side effects are kept at a minimum. Figure 3 outlines in modular form the eight factors which these authors consider influence efforts to implement a particular policy. They point out (1977:117) that in their view the model is "... appropriate for studying implementation and for deriving useful policy advice." They feel that it "... offers a



(Van Horn and Van Meter, 1977:106)

Figure 3
A Model of Intergovernmental Policy Implementation

blueprint for the description and analysis of the policy implementation process, and that it proposes explanations for program failures."

Hall and Loucks (1982:157) recognized that problems associated with the implementation of proposed changes arise, not because policy makers and practitioners are malicious but rather because of "... their lack of knowledge and experience with the other's world." The contour research strategy which they propose is intended to "... link practitioners and policy developers through continued and adaptive interaction." Basic to their research are three sets of concepts, Stages of Concern, Levels of Use and Innovation Configurations. These three sets of concepts are grouped together in what is known as The Concerns-Based Adoption Model (CBAM).

The first component of this model consists of seven steps which are considered to be those through which individuals progress as they go through the process of adopting an innovation. The stages are, Awareness, Informational, Personal, Management, Consequence, Collaboration and Refocusing.

The second component of the model proposes that there are seven levels of nonuse/use of any particular innovation. These are, Nonuse, Orientation, Preparation, Mechanical Use, Routine, Refinement, Integration and Renewal.

The third component of the model is called Innovation Configurations and has to do with examining the particular details of the manner in which an innovation is being implemented and determining procedures to measure these details in relation to the original, proposed innovation.

These three perspectives are used in the CBAM approach as "... a three-axis diagnostic framework for looking at a larger picture."

The contour-research strategy developed by Hall and Loucks is explained by them (1982:137) as a

... series of converging thrusts rather than a single continuous.

narrowing in. Phenomena are studied by probing from several different angles. Heavy emphasis is placed on practitioner input for focusing the selective probes and the study design. There is interactive feedback as to the validity of the concepts and the findings. Each concept that emerges as a potential variable must "make sense" to the practitioner and must pass conventional tests of reliability and validity. Thus the ideas that emerge are contoured to fit reality as defined by practitioners and policy researchers This research strategy also helps to insure that understandings will make sense and be important to practitioners.

Hansen (1979:291) identifies three different types of change which he states can be distinguished in the literature: planned change, spontaneous change, and evolutionary change. Planned change is a "... conscious and deliberate attempt to manage events so that the outcome is directed by design to some predetermined end." The second type of change which he identifies, spontaneous change, "... is an alteration that emerges in a short time frame as a result of natural circumstances and random occurrences. "The evolutionary change he defines as "... the long - range, cumulative consequences of major and minor alterations in the organization."

Hansen also identifies what he refers to as cornerstones of planned change. These are: an understanding of the particular technology of the proposed change; a thorough understanding of the environment in which it is proposed to introduce the change and a strategy for change. He says (1979:293), "The trick is to identify a specific strategy for implementing a specific innovation in a specific organizational environment. All this goes toward the end of accomplishing specifically defined objectives."

While bordering on the cynical, he (1979:292) identifies practitioners and scholars who are "great believers in planned change to redirect the course of organizational events." On the other hand, he says, there are those who "think of genuine planned change as no less than an illusion beyond the reach of mortals." He quotes Kaufmann (1973:307) as criticising the former group for "perpetuating a myth of managerial omnipotence."

Miklos and Kunjbehari (1981) outline four models of social or educational change. While recognizing that the abstractions they present do not adequately describe any particular

change, they (1981:2) suggest that the models can offer "... insights which may be helpful in understanding and diagnosing actual events." The models presented are (1) the Evolution Model; (2) the Conflict Resolution Model; (3) the Innovator Model; (4) the Diffusion Model. The four models are intended to be descriptive of change but the authors (1981:19) also indicate that they "can contribute to the analysis of change and to the selection of a management strategy."

Bennis (1966) developed a somewhat involved classification of change efforts but felt it was comprehensive enough to incorporate unplanned as well as planned change. Altogether he identifies eight different types of change. These are planned change, indoctrination, coercive change, technocratic change, interactional change, socialization change, emulative change and natural change.

The phases through which an individual or an organization progresses in adopting a particular change are identified by various authors. Rogers (1962) lists awareness, interest, evaluation, trial and adoption as the essential components of this process. Havelock (1973:114) lists a sixth component, integration, and says that "true adoption cannot be considered to have taken place unless use of the innovation becomes routine." Mirvis (1983:428) presents a five stage model of how innovations are implemented and adopted. They are (1) Perceived need, (2) Openness to Potential Change, (3) Views of Innovation, (4) Trial Adoption, (5) Sustained Adoption.

Zaltman, Duncan and Holbeck (1973) present a model which identifies two distinct phases in the change process namely initiation and implementation. The first of these has three separate substages, (1) knowledge-awareness; (2) attitude formation and (3) decision. The implementation phase has two substages -- the initial implementation, and continued or sustained implementation. In addition the authors identify five distinct organizational characteristics which can affect each of the two phases: complexity, formalization, centralization, interpersonal relations and dealing with conflict.

Zaltman, Florio and Sikorski (1979:64) identify a number of other models of the innovative process and point out that many of these change models emphasize the individual decision maker or adopter. They "describe the cognitive processes that persons undergo, whether their decisions are made in a group or organizational context or in a relative isolation." Zaltman, Duncan and Holbek (1973:61) identify the characteristics of six of these models and these are presented in Figure 4.

In the context of any planned change, an essential element is the change strategy. Chin and Benne (1969: 53) identify three categories of strategies: empirical rational, normative re-educative and power coercive. Guba (in Umans, 1970:75) identifies seven categories based on beliefs which the change initiator holds about the adopter. These are value strategies, rational strategies, didactic strategies, psychological strategies, economic strategies, political strategies and authority strategies. Olmosk (1972) identifies seven "pure" strategies. Recognizing that the list is not all inclusive, he nonetheless feels that these cover the approaches most often used in bringing about change. The seven pure strategies which he identifies are fellowship, political, economic, academic, engineering, military and confrontation. He also presents the "applied behavioural science model" as a more pragmatic strategy and a combination of pure strategies based on idiosyncracies of particular situations. Havelock (1973:154) categorizes change strategies into three rough designations, namely, Problem Solving, Social Interaction, and Research Development and Diffusion.

THE ROLE OF LEADERSHIP IN CHANGE

The limitations placed on the review indicated that the literature dealing with approaches to change and with the components of change be examined and this has been done. The literature dealing with leader behaviour as a vital component of change implementation was also examined. In that the ELQC model adopts this focus the literature

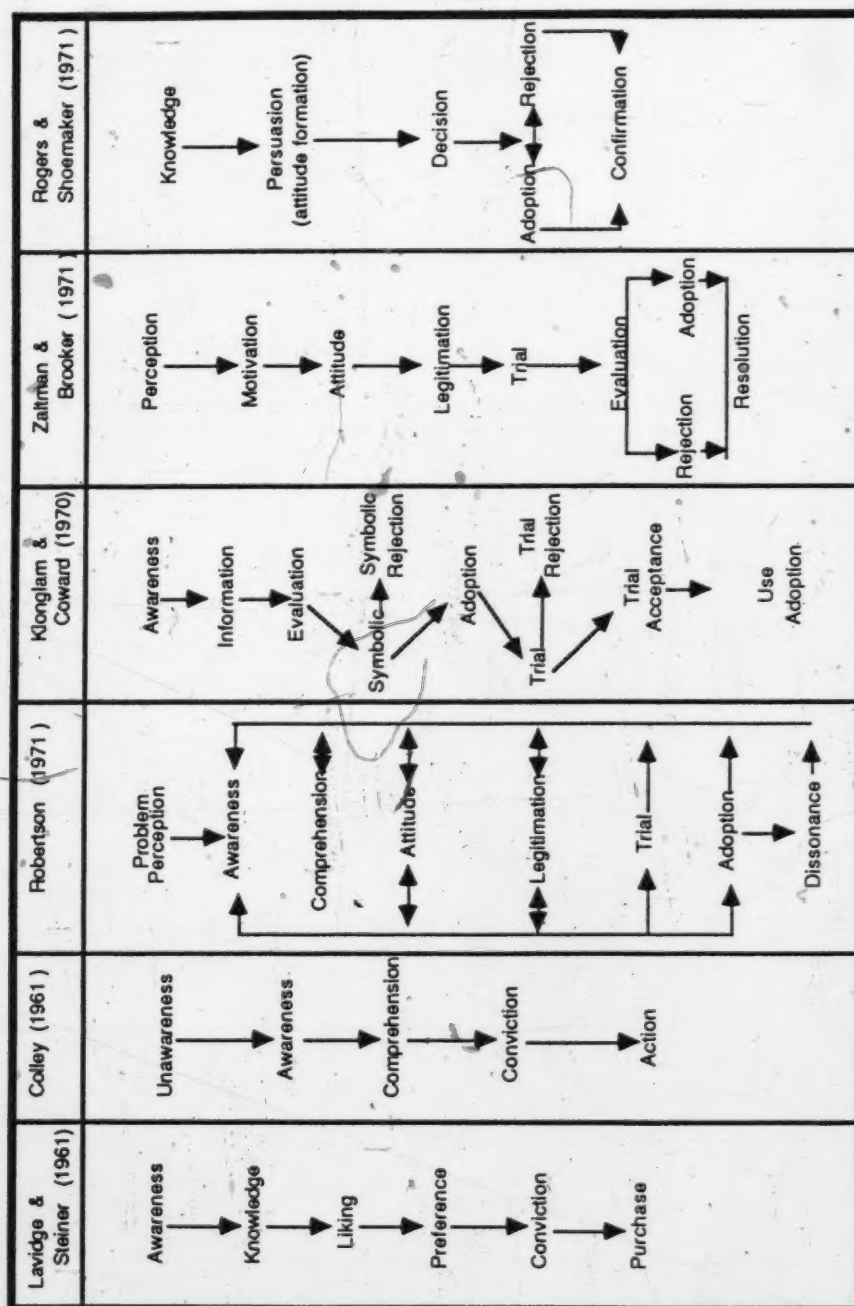


Figure 4
Summary of Individual-Oriented Models of the Change Process

merely reinforces the approach taken by Herriott and Gross (1979). None of the literature examined, suggested that leader behaviour was of little consequence in the change process though, of necessity, not all of it focused explicitly on this aspect of change.

The Elaborated Leadership Obstacle Course Model (Herriott and Gross, 1979:359) was developed from an earlier model for analyzing change which had been put forward by Gross et al. (1971:202). The ELOC Model as it came to be known, attempts to overcome some perceived inadequacies in the earlier LOC model. It identifies five stages in the change process: exploration, strategic planning, initiation, attempted implementation and incorporation or rejection. The authors postulate (1979:362) that while the model does not offer any specific details regarding particular obstacles which a change attempt might encounter, it does provide "a roadway of the educational change process and facilitates the identification of the types of obstacles that may be encountered in each of its stages and the essential leadership tasks required to overcome them."

The ELOC model should be seen as the third in a series of models beginning with the ORC or Overcoming Resistance to Change model described by Argyle (1967). When Gross et al. (1971) identified inadequacies in the ORC model, they developed the LOC and this was further refined by Herriott and Gross (1979) to produce the ELOC model. In a sense the purpose in developing all three models was the same. Herriott and Gross (1979:30) describe this as the development of a theoretical formulation "... to account for the fate of educational innovations These models stress the potential significance of selected organizational and personal variables and the relationships among them."

Herriott and Gross (1979:31) describe the ORC model as positing "that the success or failure of planned organizational change efforts is basically a function of the ability of management to overcome staff resistance to change that exists just prior to, or at the time of, the introduction of the innovation." In addition to this they point out that the model "assumes that resistance to innovations occurs only at one time period just prior to, or at the time of, the

introduction of the innovation."

While admitting that the ORC model drew attention to an extremely critical component of change, namely, the extent of resistance or support that exists prior to the introduction of a change, Herriott and Gross (1979:33) point out that the model is deficient in that it overlooks another set of organizational conditions which could affect the fate of an innovation. Gross et

al. (1971:8) describe these omissions:

1. Organizational members who are not resistant to change or whose initial resistance to it has been overcome may encounter obstacles in their effort to implement an innovation which, if not removed, may make it impossible for them to carry out.
2. Individuals in organizations are in large part dependent upon their formal leaders to overcome these obstacles and they may not remove, or even be aware of, these constraints.
3. Members who are initially favourable towards organizational change may later develop a negative orientation to an innovation, and therefore be unwilling to implement it as a consequence of the barriers and frustrations they have encountered in attempting to carry it out.

In developing the LOC model, Gross et al. (1971:202) accepted the basic premise of the ORC model, namely, that resistance of organizational members may be an obstacle in attempting to implement a planned change. Their model however goes beyond this and identifies managerial behaviour during the period of attempted implementation as crucial. They state that five conditions must be present during the period of attempted implementation and the extent to which these are present depends on managerial behaviour. Herriott and Gross (1979: 34) describe the five conditions:

The first is the degree to which organizational members obtain a clear understanding of the proposed innovation. If they are confused about it, they will not know what is expected of them and will not be able to carry it out. Furthermore, their efforts to implement the innovation will be misdirected if they have erroneously interpreted it. The second condition is the extent to which organization members possess the skills and capabilities needed to carry out the innovation. The third is the extent to which the materials and equipment required by the staff are available when needed. The fourth is the extent to which organizational arrangements incompatible with the innovation are made congruent with it. The fifth is the extent to which organizational members are motivated to spend the required time and effort to implement the innovation.

While accepting the ORC formulation of the planned change process as a beginning point, the LOC model builds on this and attempts to conceptualize additional facts which Herriott and Gross (1979:35) indicate "were identified by empirical inquiry." While the ORC model presents the change as a two stage process, the introduction or initiation of the change and its inclusion or incorporation, the LOC model presents change as comprising three stages, initiation, attempted implementation and incorporation. The models differ too in that the LOC model identifies the possibility that during the attempted implementation phase obstacles may arise and they also differ in the degree of emphasis which is given to managerial or leader behaviour after the introductory phase.

In utilizing the LOC model to analyze five case studies of change efforts Herriot and Gross (1979:355) concluded that there were five major shortcomings in the model. The first of these had to do with the fact that it did not take into account events which might alter the climate for reception of a change between the time the change was adopted and the time it was implemented. The authors refer to this deficiency in the model as "its truncated time line."

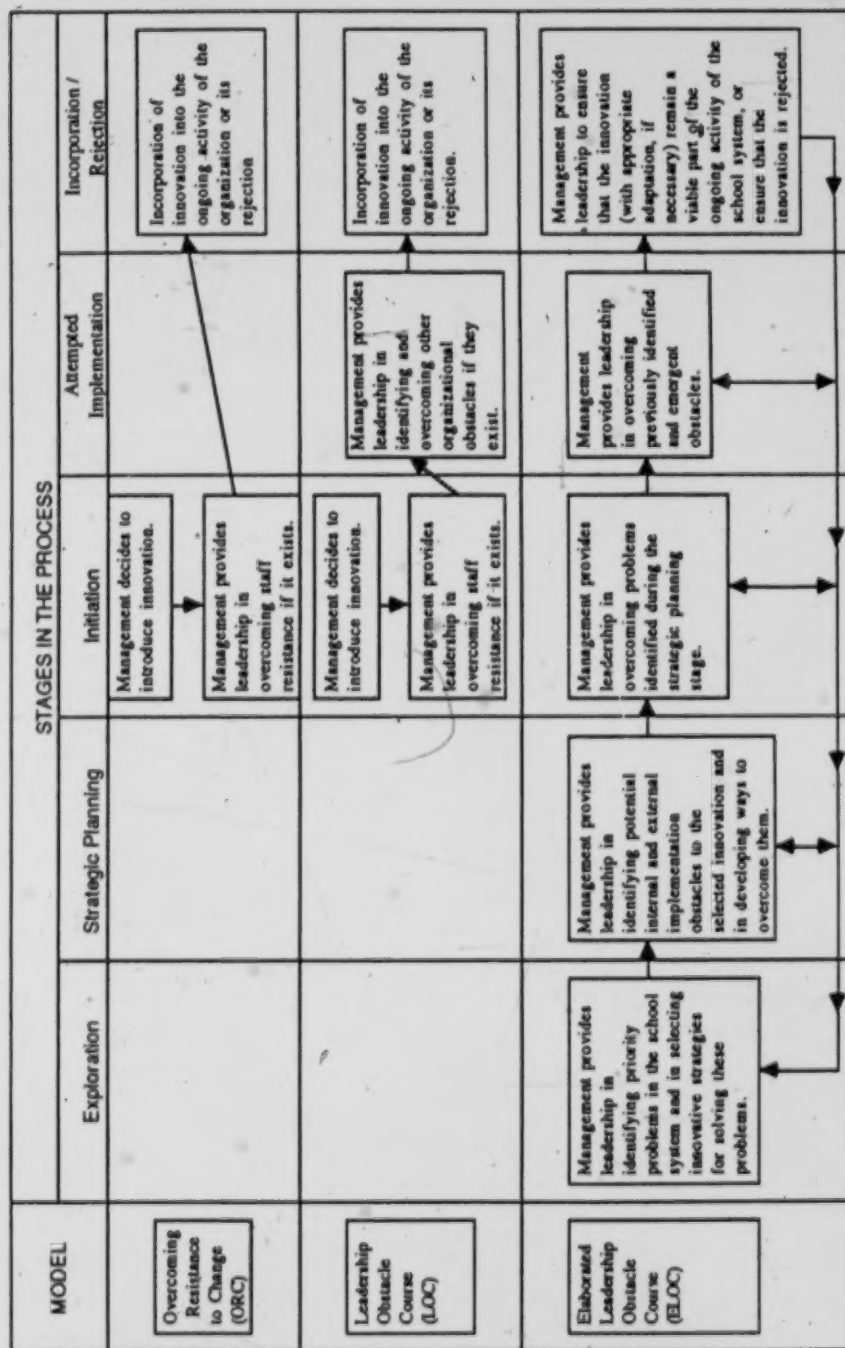
The LOC model also "largely overlooks external barriers" which may serve to impede the implementation of a change. The third deficiency identified by Herriott and Gross (1979:357) was that the model overlooks the impact which the personnel within the organization can have on change efforts. The fourth inadequacy in the LOC model lies in the fact that it ignores the problem of a recurring obstacle. The framework assumes that once an obstacle has been overcome it will not reappear later in the implementation process. This inadequacy points to a need for a feedback and monitoring component. The final deficiency noted was the restrictive role ascribed to the change managers. Herriott and Gross (1979:357) point out that the two managerial functions which the LOC model deals with are indeed critical, namely, overcoming staff resistance and maintaining conditions conducive to implementation. "Essential managerial tasks of a political nature" are however overlooked in the model.

In an attempt to overcome these inadequacies in the LOC model an elaborated

version was developed which purports to incorporate these important variables in its conceptual scheme. Figure 5 provides an overview of the three models discussed by Herriott and Gross and Table 1 expands on the managerial task areas identified in the Elaborated Leadership Obstacle Course model, while providing examples of specific concerns which a leader in a change effort might be expected to address.

The behaviour of the key individuals involved in the change process, which is the central focus of the ELOC model, has been identified frequently in the literature as a major contributor to, or detractor from, the successful implementation of a particular innovation.

In an analysis of a broad range of effectively implemented changes Levin (1981:66) attempted to identify "what conditions seem to have contributed to their degree of effective implementation." While recognizing that "many elements usually are needed to make implementation effective and often they must be in place with particular timing," he identified "strong leadership" as possibly the most important single condition contributing to effective implementation in the cases which he examined. He describes (1981:68) the broad category of leadership as "... comprised of two distinct, though overlapping elements: leaders and fixers." The analytical distinction he makes between these two elements has to do with the behaviour of the individuals which he identifies with each of them. The "fixer" tends to be task-oriented and relates to other individuals involved in the implementation process "in an instrumental way." Leadership, for the "fixer" is "a function of role" and people in this category "relate to elite actors in the implementation process rather than operating in the public eye." Levin states (1981:68) however, that the behaviour exhibited by those whom he calls "leaders" is more a function of individual characteristics and personality than of role. Their actions are "diffuse rather than task-oriented" and they are often "involved in mobilizing diffuse support" for their change effort. He mentions (1981:68) that "Leaders tend to more frequently play a normative role and their behaviour has more of a normative component to it as they frequently lay claim to a specific vision of an appropriate future." This naturally leads to their



(Adapted from Herriot and Gross, 1979, p.360)

Figure 5
A Comparison of Three Models of Planned Educational Change

Table 1
Some Basic Leadership Tasks Associated With the ELOC Model

STAGES IN THE PROCESS				
Exploration	Strategic Planning	Initiation	Attempted Implementation	Incorporation / Rejection
Provide leadership in identifying: 1. The major current problems in the school community; 2. The priority in which these problems need to be addressed; 3. The range of possible solutions to priority problems; 4. The obstacles within the community that can block particular solutions; 5. The strengths within the community that can facilitate particular solutions; 6. Resources outside the community; 7. The most promising solution	Provide leadership in: 1. Identifying potential obstacles to implementation; 2. Identifying potential facilitators to implementation; 3. Developing a realistic strategy for minimizing obstacles and maximizing facilitators; 4. Obtaining necessary financial resources; 5. Specifying internal and external political considerations for the innovation, and developing appropriate strategies.	Provide leadership in overcoming identified obstacles such as: 1. Lack of motivation; 2. Lack of technical knowledge; 3. Lack of interpersonal skills; 4. Dysfunctional organizational arrangements; 5. Conflicts between different groups; 6. Conflicts between the school and the community; 7. Cultural values in the community in conflict with the innovation; 8. Lack of support for the change.	Provide leadership in overcoming identified and emergent obstacles such as: 1. Misunderstandings about objectives; 2. Misunderstandings about procedures; 3. Resignations of key personnel; 4. Changes in Board membership; 5. Delays in receipt of funds; 6. Serious political problems confronting the change.	Provide leadership in ensuring that the innovation remains viable by: 1. Obtaining views from - parents - students - teachers; 2. Obtaining objective evidence on the degree to which the innovation is achieving its objectives; 3. Obtaining objective evidence on the financial costs; 4. Assessing the benefits in light of the costs; 5. Considering the desirability of continuation a) with modification b) without modification; 6. Considering abandoning the innovation.

Adapted from Herriot and Gross (1979:361)

becoming involved in "exerting moral leadership and playing an educating role."

Levin (1981:69) points out that strong leaders in implementation "bring their own independent political resources to bear on the case at hand," and they frequently engage in "the major task of compensating for omissions made at the design and adoption stages." Rosenblum and Louis (1981:23) see the emphasis on leader behaviour as an integral component of the rational change model. They point out that as early as 1938 Barnard drew attention to the crucial nature of the executive's work in ensuring that the organization functioned smoothly. They point out that Selznik (1957) also emphasized the key role of leadership in organizations, particularly during times of instability or change. Sarason (1982) sees the school principal as being a crucial component in the determination of whether or not a change is implemented in a particular school.

In an examination of the complexities involved in attempting to introduce innovations into schools, Lieberman (1982:259) attempted to provide a picture of the setting in which change might be brought about:

A major finding in a national sample of Title III schools was that effective implementation of improvement projects was dependent on a setting that was supportive and one that fostered mutual adaptation of staff to project demands. A setting that is supportive means a principal who will facilitate, protect, and provide teachers with time to learn new skills and to think about new ways of doing things. It means having meetings so that whatever the substance, teachers can get involved, committed, and excited about extra effort above and beyond their own dailiners. The subtleties of having ideas to fit particular settings and situational demands is a complex process involving the principal, the teachers, and the students.

Lieberman does not attempt to ignore the fact that there are other intangibles which either help or hinder the change process. Rather she attempts to outline some of these and draws attention to the function of the principal in ensuring that teachers obtain the support necessary to enable them to implement the desired change.

Michael (1982), while not attempting to limit the particular strategy a manager might choose to use, emphasizes the key position this individual holds in mediating between his

organization and its environment. He must be skilled as a change agent if he is to allow his organization to take advantage of opportunities which arise, as well as offset problems which may affect it.

THE IMPLEMENTATION OF CHANGE

In providing reasons why the implementation phase of an innovation ought to be examined, Fullan and Pomfret (1977:337) point out that this aspect has not been seen as problematic. In most cases, they indicate, it was assumed "that the innovation would be implemented or used more or less as planned, and that the actual use would eventually correspond to planned or intended use." They suggest that an investigation of the implementation phase of an innovation can help in identifying "some of the most problematic aspects of bringing about change." Such an investigation can provide an understanding of "the reasons why so many educational changes fail to become established." Fullan and Pomfret (1977:339) draw attention to the chances of "evaluating non-events," in the absence of reliable measures of implementation.

Berman and McLaughlin (1976:350) mention that in their study of 193 change agent projects in eighteen different states, they focused on implementation. This is the phase, they state, "when the project confronts the reality of its institutional setting and project plans must be translated into practice." They hypothesized that during this phase of an innovation a "process of mutual adaptation" must evolve when the original innovation plans and the setting in which it is to take root must adjust to each other. It becomes necessary then to examine this mutation or implementation phase carefully in order to determine whether observed results stem from the initial project plans or from the "interplay of the project with its institutional setting."

Berman (1978:158) indicates that a systematic investigation of the implementation phase of change efforts will hopefully "... provide more direct, more useful and more readily

generalized advice to policy-makers." He points out (p.160) that the need for implementation analysis exists because of a recognition that "... the installation of a technology, the realization of a plan, or the enforcement of a law is neither automatic nor assured." He goes further and indicates that indeed "... the outcomes of social policies and innovative plans generally have been unpredictable and unfortunate, at least in the eyes of the designers." It is only through a systematic analysis of implementation, he suggests, that improved policy performance can be brought about.

The danger that the nature of the change itself may be altered drastically during the attempted implementation is echoed by Rosenblum and Louis (1981:29). Sarason (1982:47ff) gives an example of this when he talks about the error in judgement in concluding that the new mathematics program had been a failure when in fact it had never been implemented as intended. Lieberman and Griffin (1976:423) argue that the implementation phase of educational change efforts should be "treated systematically and exactly in reports." They, like Berman and McLaughlin, speak of the complexity which develops as a result of the fusion of the proposed change and its setting, and advocate a thorough analysis of this phase. Among the twelve chronic problems of the change process enumerated by Charters and Pellegrin (1972:12) are many which relate to the implementation phase. They speak of the fallacious assumption that "general, abstract ... values and objectives will easily be translated into new and appropriate behaviour patterns." They point out the fact that it is often assumed that once structural changes are put in place, appropriate behavioural changes will automatically follow. They mention the tyranny of time and the frequent absence of essential resources during the implementation phase and speak of "the absence of managerial and monitoring procedures to assure implementation and to alter plans in the face of contingencies that inevitably occur."

Nowhere do the authors mentioned in this section suggest that an analysis of change and specifically of the implementation phase could or should result in a precise set of

specifications which those involved in attempting to introduce an innovation ought to follow in order to ensure success. Rather they would argue, like Herriott and Gross (1979:40), that inquiries of this sort

...whether based on case studies or sample surveys, do not and cannot provide a set of precise rules or specifications for the management of educational change efforts. This statement, however, should not be interpreted as implying such investigations are of little value to the educational practitioner. Quite the contrary; studies of this kind can be of great importance and utility to men and women who manage educational innovations because they offer them fresh perspectives, sensitize them to types of variables which otherwise might easily be ignored, and suggest functional ways of conceptualizing the change process.

CHAPTER SUMMARY

In this chapter the literature dealing with change was examined from three different perspectives. In the first case some of the general models of change were reviewed. The literature dealing with the role of leadership in the change process was then examined and finally the literature dealing specifically with the implementation of change was reviewed.

The more general models of change provided an overview of the major orientations which have been adopted and brought to bear on the problems associated with change. Each of the models which were reviewed tended to emphasize different features of the change process. The review indicated clearly that while the models are not discrete or completely separate from one another conceptually, they do provide a particular perspective from which to approach a change project, either normatively, for planning and implementation purposes, or descriptively, for purposes of understanding and analysis. Elmore (1978:226) emphasizes the value of this eclectic approach to the different models and draws attention to the need "to understand when certain tools of analysis and strategies of action are likely to pay off and when not."

The literature dealing with the role of those in leadership positions was also reviewed, with consistent support being found for emphasizing the crucial nature of this element or factor in any change attempt.

Finally, the literature dealing more specifically with the implementation phase of the change process was examined. Both the Elaborated Leadership Obstacle Course model and the Fullan model were designed to address this particular phase of the change process.

CHAPTER III

DESIGN OF THE STUDY

METHODOLOGY

The study was conducted through an analysis of the written case studies of the four specified projects, and of other relevant documents.

The case studies were analyzed initially using the Elaborated Leadership Obstacle Course (ELOC) model developed by Herriott and Gross (1979:359).

The case studies were also examined from the broader perspective proposed by Fullan (1982:56). He presented a list of fifteen factors which he identifies as influencing implementation. These factors were broadly categorized into (1) characteristics of the change, (2) characteristics of the School District, (3) characteristics of the School, and (4) characteristics external to the local system.

THE ANALYTICAL MODELS

The two analytical frameworks which were used in the study were considered to be appropriate for a number of reasons.

The ELOC Model:

The ELOC model focuses on key tasks which, Herriott and Gross contend, must be addressed by those in leadership positions in any planned change. Ingram and McIntosh (1983a) identified the project coordinators as central to the implementation efforts in Education North. These were not the only individuals involved with Education North in a leadership role, however, and the study examined the part played in the exercise of leadership in general in the four selected projects. This model allowed for the systematic

analysis of the work done by all key individuals during the five stages of the implementation phase.

The Fullan Model:

The fifteen factors identified by Fullan (1982:56) provide a broader basis for the examination of the four case-studies. He mentions (1982:55) that he has "attempted to be comprehensive by identifying the major categories of factors which influence implementation." He further suggests that "the fifteen factors . . . causally influence implementation in the direction of some sought after change." He also emphasizes that the factors should not be seen in isolation. Rather, "they form a system of variables which interact." The complete list of factors is provided below:

A. Characteristics of the Change

1. Need and relevance of the change
2. Clarity
3. Complexity
4. Quality and practicability

B. Characteristics at the School District Level

5. The history of innovative attempts
6. The adoption process
7. Central administrative support and involvement
8. Staff development and participation
9. Time-line and information system
10. Board and Community characteristics

C. Characteristics at the School Level

11. The Principal
12. Teacher-teacher relations
13. Teacher characteristics and orientations

D. Characteristics External to the Local System

14. Role of Government
15. External assistance

Fullan admits that his list is oversimplified and that his factors could be broken down

into more numerous components. He also admits that modifications may have to be made to his titles in order to ensure relevance when examining any particular unit of change.

The interactive and pervasive nature of the fifteen factors demands that the questions which can be applied to the case studies be of a general nature. For example, relationships must be examined throughout the entire project though the significance of their impact may be greater or lesser depending on the moment. The same can be said of the role of government, external assistance and so on.

In an attempt to analyze the four projects in the study by applying questions developed from these factors, it is necessary to keep in mind the added dimension raised by Fullan (1982:27) and which he refers to as "the subjective meaning of change." He points out (p.29) that "the transformation of subjective realities is the essence of change." He warns of the dangers of "false clarity" which occurs when people think they have changed but really have not, and points to the need to identify who says what, when attempting to interpret what is presented as fact. There is a sense in which this consideration relates specifically to the matter of credibility emphasized by Guba and Lincoln (1981:105). Fullan (1982:37) does point out, however, that "the analysis of the subjective and objective aspects can be useful for more specific and effective planning of changes."

CASE STUDY METHODOLOGY

The methodology used in this study was that of the case study. Herriot and Gross (1979:354) refer to the usefulness of this approach in describing and analyzing "the complexities and realities of change efforts and the personal, social and cultural factors that influence them." Borg and Gall (1983:489) state that "the main justification for case studies is that they have the potential to generate rich subjective data that can aid in the development of theory" Stake (1978:7), while agreeing that case studies can be used to assist in building theory through the testing of hypotheses, argues that their "best use appears . . . to be for

adding to existing experience and humanistic understanding." He also points to their usefulness in attempting to discover "explanatory laws." Macdonald and Walker (1975:4) point out that "as a method of research, the case study commands a respected place in the repertoire of theory builders from a wide range of disciplines."

Bogdan and Biklen (1982:2) use the umbrella term "qualitative research . . . to refer to several research strategies that share certain characteristics." They include case studies under this umbrella term. Among the characteristics they mention are data which are "rich in description of people, places and conversations," and a concern "with understanding behaviour from the subject's own frame of reference." Guba and Lincoln (1981:375) also refer to the "thick description" which case studies provide and which are essential to qualitative research. They further refer to the usefulness of case studies in providing an experimental perspective, a point also emphasized by Stake (1978:5).

Mouly (1978:259) in referring to case studies as ex-post facto research, states that the identification of antecedents "responsible" for the occurrence of the phenomena described in the case is one focus of such studies. He states: "Again, the investigator is presented with a fait accompli; his task is to locate its 'cause' and presumably its cure," by the application of whatever investigative techniques are relevant to the case being examined.

The special difficulties associated with naturalistic or qualitative research, and consequently with case studies, are mentioned by Guba and Lincoln (1981:103ff). Four basic concerns must be addressed in all research namely, truth value, applicability, consistency and neutrality. The authors indicate that in naturalistic enquiry the four terms matching these concepts are credibility, fittingness, auditability and confirmability.

Credibility refers to the accuracy of the case descriptions in describing what Guba and Lincoln (1981:105) refer to as the "one reality." Macdonald and Walker (1975:9), however, point out that "it is implicit in the notion of case study that there is no one true definition of the situation," and emphasize the need to validate the case description by referring to the people

involved. Confirmability relates to credibility and demands that the data presented in the case study be factual and confirmable. Again, the process of triangulation in data gathering, or the using of a number of distinct means to collect data which are then tested for congruence, assists in ensuring that the substance of the case studies is confirmable. The fourth of the concerns mentioned earlier was generalizability. Guba and Lincoln (1981:118) describe a generalization as a "context free proposition." As it is impossible to generalize about human behaviour, the authors suggest that a more useful concept may be that of "working hypotheses that fit more or less well into a context other than the one in which they were derived." The crucial question then becomes, not whether particular findings are generalizable in any broad sense but rather whether or not there is sufficient similarity or fittingness between the context in which the working hypotheses are to be applied and the one in which they were generated.

A number of strengths can be identified in the case-study approach. Macdonald and Walker (1975:4) point out that case studies "can generate a theory as well as test one," while Hofferbert (1974:138) draws attention to the fact that the case study allows attention to be paid to the psychological dimensions inherent in the events being described.

There are obvious inherent weaknesses in the case study method which must be considered. Majone (1977:82) points out that questioning decision makers after the fact can produce unreliable data. Macdonald and Walker (1975:4) mention that "case studies are always partial accounts, involving selection at every stage, from choosing cases for study to sampling events and instances, and to editing and presenting material." Hofferbert (1974:139) echoes this concern when he refers to the fact that the "necessary selection and filtering of data weaken the approach."

Macdonald and Walker (1975:5) also list a number of problems which a case study worker might encounter:

problems of the researcher becoming involved in the issues,

events or situations under study;
problems over confidentiality of data;
problems stemming from competition from different interest groups
for access to and control over the data;
problems concerning publication, such as the need to preserve
anonymity of subjects;
problems arising from the audience being unable to distinguish
data from the researchers' interpretation of the data.

In the application of this concern to the development of the case studies, attention was paid to ensuring the representativeness of the sample populations to which questionnaire/interviews were administered. Where feasible, as in the case of teachers, all the staff members of the schools involved in the study were given questionnaires. At the broader level, the evaluation findings have not been presented in a generalized manner. Rather they deal with individual projects and communities and attention has been given to the thorough and careful description and interpretation of the project events. Such a presentation appears to be in keeping with what Guba and Lincoln (1981:119) define as a "thick description."

DATA COLLECTION

The researcher served as project administrator for the evaluation team which undertook the evaluation of the Education North project from 1979 to 1982. As such he was involved in the collection of basic information regarding the communities and their projects. This involved the interviewing of parents and society officials in many of the projects and the administration and analysis of the questionnaires received from teachers. While this involvement may have increased the possibility of the researcher becoming too involved with the various projects, it strengthened the case studies in several ways: it allowed the researcher to record first hand impressions and insights; it made him aware of information which might otherwise have been overlooked and facilitated access to data which might not have been available otherwise; it enabled him to identify the key individuals in each of the projects; it improved the reliability of the data collected from participants as these were cross validated by reference to documents and by other members of the evaluation team.

CHAPTER SUMMARY

In this chapter the design of the study was described. The two analytical frameworks used in examining the case studies were discussed. The case study methodology which was used in this study was also discussed and the strengths and weaknesses inherent in such an approach were presented. Finally, the means used to collect the data which were the basis for the case histories of the Education North projects were described.

CHAPTER IV

THE CASE STUDIES

INTRODUCTION

In this chapter the four case studies are developed for the four projects selected from those involved with Education North from 1979 to 1982. The four case studies deal with those projects which were considered to have used "the family of strategies" which Ingram and McIntosh (1981:137) identified throughout the communities in Education North. These strategies were: (1) The Project Strategy where effort was concentrated on a particular task or series of tasks; (2) The Funding Strategy where the method of operation was to provide funds to schools and other local groups so that they could undertake activities considered to be compatible with the aims of Education North; (3) The Society Managed Strategy which varied its mode of operation between the two earlier strategies depending on the particular activity which was being undertaken. It was found, during the evaluation of Education North, that these strategies were used in Little Red River, Lac La Biche and Slave Lake respectively.

The fourth case study presented in this chapter recounts the events and activities of the Education North project in Wabasca-Desmarais. Of the seven projects involved with Education North between 1979 and 1982 this was the only one which had its financial support withdrawn by The Minister of Education through the termination of his agreement with the local society. This termination took place in April 1981, more than a year before the agreement was due to expire, and it effectively extinguished any faint hopes that might have remained regarding the successful implementation of that project.

LAC LA BICHE

Background

The town of Lac La Biche is located approximately 200 kilometers north-east of Edmonton and is the centre of an area in which there is a variety of productive activity. The region provides substantial employment in agriculture, fishing, lumbering, the oil industry and in tourism. There are approximately 10,000 people living in the general vicinity of Lac La Biche though only 2,000 of these are in the town itself. The population of the region is composed of a variety of ethnic groups with sizable minorities of Cree and Chipewya Indians, Metis, Lebanese, French and White Russian as well as Anglo-Saxons.

There are eight schools in the Lac La Biche School Division, with four of these in the town itself and the remaining four in Wandering River, Plamondon, Caslan and Rich Lake. There is an enrolment of just over 2,000 students in these eight schools. There is also an Alberta Vocational Centre in Lac La Biche which provides some additional educational services to the adults of the region.

Figure 6 indicates the location of the communities involved in the Lac La Biche and Region Education North Society.

The Project

In some respects Lac La Biche had an advantage in its dealings with Education North in that the Superintendent of Schools for the Lac La Biche School Division, Mr. E.L. Deutscher, was appointed to the Minister's Advisory Committee for Education North in August, 1978. A month later, in September 1978, Mr. Deutscher called a meeting in Lac La Biche of the Parents Advisory Committee to the School Board. This committee was made up of two parents from each school community in the School Division. The purpose of the meeting was to acquaint the members of the committee with the Education North Project and to initiate events which

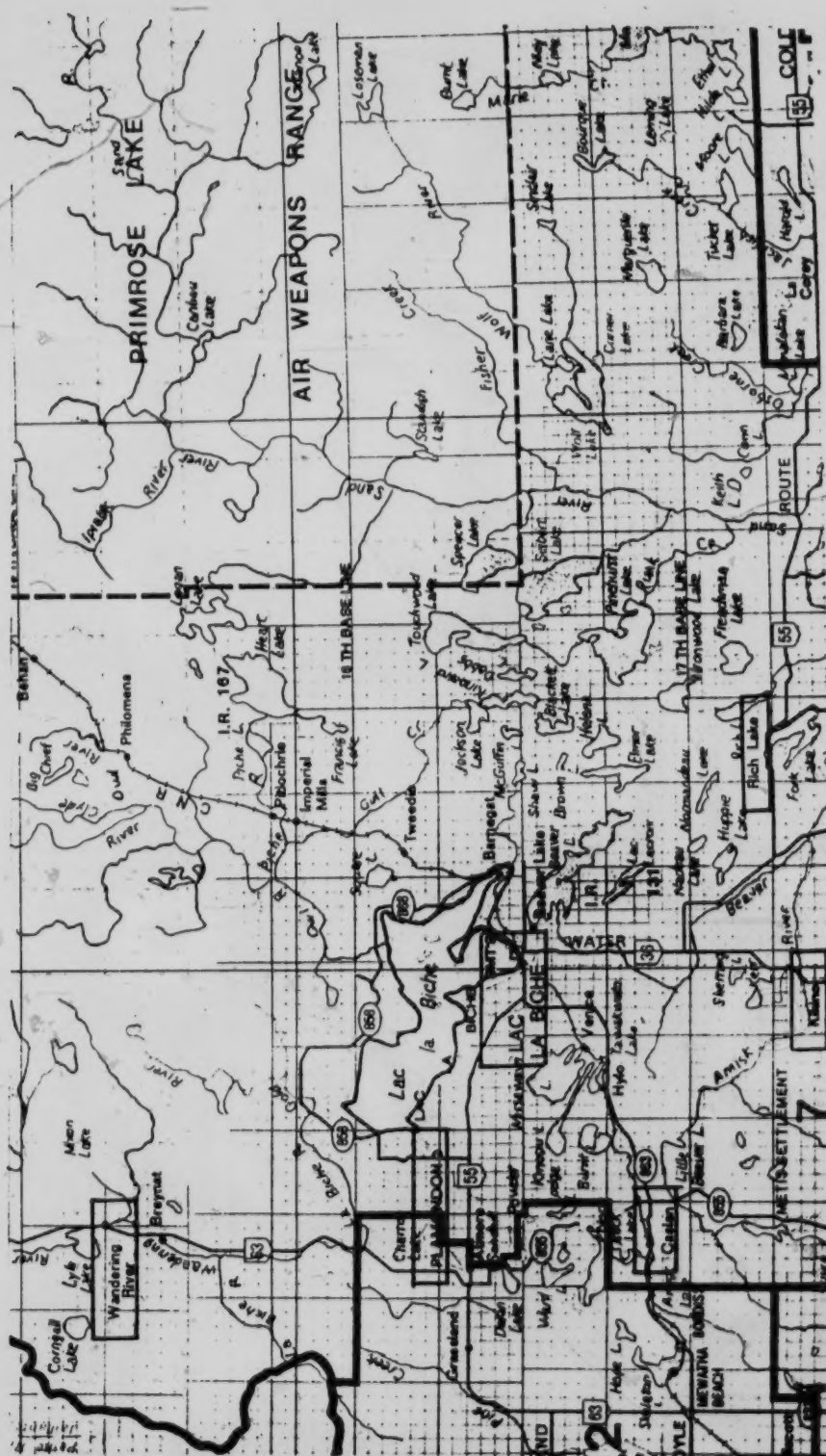


Figure 6

Communities in the Lac La Biche and Region Education North Society

Scale: 1 cm. = 7.5 km.

~~might~~ lead to the participation of community members in the Lac La Biche region in it. The board of trustees of the Lac La Biche School Division passed a motion in late October 1978 indicating its willingness to permit Education North activities in its schools and this information was submitted to The Minister's Advisory Committee which, at its December 1978 meeting, approved the request in principle and advised Mr. Deutscher to proceed with plans to develop a more detailed proposal. A second meeting was called in Lac La Biche shortly after this which, it was reported by the Superintendent, was well attended. At this meeting Mr. Deutscher, who was presiding, advised that the project had to be "a community initiated" effort. This was perceived by the teachers who attended the meeting, to be a request that they not take an active part in the proposal development or in the planning activities of the group. A Planning Committee of eleven members was established at this meeting and ideas were discussed as to possible components of programs which would be presented in the proposal. Mr. Deutscher was not on this committee nor were any teachers. One of the school principals, Mr. Randy Clarke from Central Elementary School in Lac La Biche continued to serve on the Planning Committee and subsequently became one of the Directors of the Society. For quite some time, however, he was the only educator who indicated a clear willingness to become actively involved with the project.

The Coordinator of Education North, Mr. Fred Dumont, met with this Planning Committee in February 1979 and advised them on how best to prepare their proposal for funding. The initiative at this meeting was taken by Mr. Joseph de Cardinal, a recent arrival in Lac La Biche. Mr. de Cardinal was, according to both Mr. Dumont and Mr. Deutscher, well-educated and articulate. He managed to arouse a lot of interest in the project among the native people. At this meeting Mr. de Cardinal presented Mr. Dumont with a proposal which was much more comprehensive and detailed than that which he had received from Mr. Deutscher some months earlier. The major component of this proposal was what was referred to as the Aural-Oral component and by far the greater part of the proposal was devoted to it.

The Aural-Oral program design was considered to be a primary priority by those involved in developing this proposal. Excerpts from the proposal help provide an understanding of why this approach was advocated and what it entailed.

It was recognized early in the proposal that "total community participation is the true intent and policy of this proposal." The basis for need for the proposed program was to be found in the fact that:

The universal language spoken is English with the predominant second languages spoken in the region being Cree, Lebanese, French and Ukrainian. Cultural differences, though distinct, are minimal in terms of the people's ability to coexist and interact. Socially speaking, the Lac La Biche region is in a transitional phase where the developmental trend for most groups is toward a Neo-European democratic society structure.

The proposal was developed in an attempt to overcome some of the burdens felt by students whose first language was not English.

Wherever there exists a language barrier for the student to overcome the potential to learn is compounded and retarded. The need to relate to and comprehend the "meanings" and "associations" of the new language then becomes the primary focus of concern for the student. In essence the student is heavily burdened with the task of not only "learning" a new language but also the lessons.

The main thrust of the proposal was "the development of a unique 'Parent-Student-Teacher' model with the interests of the students being the major concern. This model would necessitate the development of a new curriculum which, it was hoped, would "eventually become an on-going part of the present school system." What was being addressed was the "need to develop a quality program primarily aimed at total English immersion." The proposed program was quite comprehensive and sophisticated:

Languages differ from one another in more ways than word sounds and grammar. They differ in concepts, symbolism, structure, association and feelings. The development of the Aural-Oral component in this project will be undertaken by each different cultural / ethnic group. Each group will select parents from their respective communities to develop supplementary materials and study programs to be used as an addendum to the current curriculum in

school. The supplementary materials would then be used by parents in a classroom situation under the direction of a teacher as a supplement to a student's English language curriculum. This also is applicable at the community level. This component must have parents from each respective community who possess a fluency in their mother tongue and in English to assure the supplementary material is developed and is taught to the students from their community.

This proposal which, according to both Mr. Dumont and Mr. Deutscher, was prepared by Mr. de Cardinal, contained a number of components in addition to the Aural-Oral program - - "the project's scope is defined to include other inter-related activities which will lend greater flexibility to the overall project." The other components, which were not spelled out in great detail, dealt with a Truancy Prevention Program, Cultural Workshops, A Cultural Resource Museum, An Enrichment Program and a Language Development and Enrichment Program for pre-school children in the Caslan area.

Mr. Dumont, in his notes of the meeting which he placed on file on 19th. February 1979, indicated that the Planning Committee represented a broad spectrum of ethnic, social and racial groups. He noted that the Caslan community appeared to be ably represented and that area representation from Plamondon was still lacking. Due to extremely inclement weather only six of the eleven committee members were able to attend the meeting, though Mr. Dumont indicated that he contacted several of the absent members on the following day. These notes recognize Mr. de Cardinal as the Chairman of the committee and as the author of the proposal. In commenting on the proposal Mr. Dumont appears to be quite critical. "... the project must allow for emphasis on alternative support programs other than the Aural-Oral endeavor originally proposed." He also noted that:

... the original proposal will not do the kinds of things the committee talked about. A new proposal which describes the various components of the project and the program to be undertaken by each community group is to be developed and submitted to the committee and then the coordinator

Matters did not progress quite as rapidly as Mr. Dumont seemed to hope they might and it was not until April that the Lac La Biche group was in a position to avail themselves of his offer to help them "... flesh out..." the proposal. In April he again attended a public meeting

in Lac La Biche at which the chairman was Mr. Brian Chudy, 'a community development officer working with the Regional Economic Development Council in Lac La Biche. Mr. Chudy had resided in Lac La Biche for about a year and had replaced Mr. de Cardinal as chairman of the planning committee when the latter left the area, shortly after the February meeting with Mr. Dumont. Committee members were unable to say where he went to, just as they did not know what his origins were. Following the discussion at this meeting it was decided by the Planning Committee that the five school communities in the area and all eight schools would be involved in the project. Program details for each community were not finalized, however.

It was reported by Mr. Deutscher, in an interview with a member of the External Evaluation Team in May 1980, that there was a substantial amount of apprehension and nervousness in the community and in the schools concerning possible directions which the project might take. Community members were unsure of their position in relation to the school jurisdiction and the schools and the educators were uncertain as to how the community would react to the invitation to become involved in the schools. Mr. Rick Sloan, a later President of the Society, referred to this period of uncertainty and apprehension as "... a vacuum of understanding on the part of Alberta Education. They appeared to think you could get development by immaculate conception."

Matters may not have been quite as bleak as Mr. Deutscher and Mr. Sloan envisaged. Subsequent to the April meeting, Mr. Chudy presented a proposal to Mr. Dumont and, with minor modifications, this proposal was presented to The Minister's Advisory Committee at its meeting of June 7, 1979. The proposal emphasised three areas of concern where the committee felt that increased parental involvement was seriously needed. These areas were:

- a) A Multi-ethnic Resource Centre and a Cultural Museum,
- b) Parent participation in classes,
- c) Multiple Option Program -- language (aural-oral component), discipline discussion groups, French programming.

The proposal was approved in principle, with the request that the program plans for the project and a detailed budget be submitted. It was also recommended that immediate steps be taken by the group to become incorporated as a society. In July and August Mr. Chudy organized three public meetings to obtain input regarding the details of the project proposal. On October 18 and 19 he met with Mr. Lalta Kunjbehari, the acting provincial coordinator for Education North, and together they finalized the proposal, detailing how the project would operate in the different communities and allocating costs to each project component.

The process of incorporation had been completed on October 4, 1979. The Board of Directors consisted of eleven members representing four of the five communities which it was planned to involve in the project. There was no representation from Plamondon on this first board. On October 29, a meeting was held between the Board of Directors of the Lac La Biche Education North Society and the acting coordinator of Education North, Mr. Lalta Kunjbehari. At this meeting the "Schedule A" forms or detailed project plans, were discussed. It was also decided that since the Lac La Biche project was of an "umbrella" nature, with five different communities involved (Lac La Biche, Plamondon, Caslan, Wandering River and Rich Lake) it would be necessary to establish parent committees in each of these communities to oversee the various activities.

A project coordinator, Mr. Phil Coutney, was hired in November 1979. Mr. Coutney was born and raised in the town of Lac La Biche and had Lebanese and Native ancestry. He was well-known and was seen as having good contacts with people in all segments of the community. His father was a popular figure in the town and was a long-standing member of the School Board.

Beginning in 1980 the Lac La Biche and Region Education North Society set about establishing operational procedures. They routinized their methods of conducting meetings and refined their procedures for dealing with policy matters. Forms were developed to facilitate submission of proposals by the local groups, and procedures and criteria for assessing the

suitability of these proposals were drawn up. These forms requested the local groups to provide information regarding the title of the project, the names and addresses of those who would be responsible, the objectives and anticipated outcomes of the project, the activities planned and the duration of the program along with anticipated costs. Finally, each local group was requested to identify the proposed project under one of the four theme areas approved by the Board of Directors, namely, Cultural Resource Centre, Truancy Prevention and Awareness, Parents in the Classroom and Language Enrichment. Budgeting and book-keeping procedures were also put in place, staff evaluation practices were instituted, and projects got under way in five of the communities.

The minutes of the meeting of the Board of Directors for February 12, 1980, indicated that projects were under way in Plamondon, Rich Lake, Wandering River, Kikino and Lac La Biche itself. In Plamondon the parents' group had held what was reported to have been an excellent puppet workshop on February 5. In Rich Lake, the principal, Mr. Selwyn Jacobs, was reported to have purchased photographic and video equipment to assist students in interviewing and recording information from older members of the community. In Wandering River the community group had already purchased spinning equipment and were working on becoming familiar with it. There was also a music and dance group active in Wandering River. In Kikino the local group had organized dancing lessons and two classes had already been held. Finally, in Lac La Biche itself painting classes were under way, conducted by a professional artist who was also a resident of the community.

Mr. Chudy, the President of the Association, had resigned in early January 1980. He had been replaced, in an acting capacity, by Mrs. Kathy Lawson, who had been Vice-President of the Association.

While the Association started out with projects in each of the five school communities it was quickly forced to deal with a request from the Kikino area, a Metis settlement south of the town of Lac La Biche, that it, too, be included in the project although there was no school

there. This request was acceded to. Steps were taken to ensure that each local sub-committee was represented on the Board of Directors. The town of Lac La Biche was given two representatives on this board though there was considerable difficulty in establishing a local parents' group in the town. Each of the remaining five communities was requested to appoint one representative each. Three board members were elected from the membership of the Lac La Biche Education North Society and the Lac La Biche School Board appointed one director.

The Board functioned in much the same manner as did the provincial Education North Project, dispensing funds to the community sub-groups, provided their proposals met the criteria which were established by Education North and by the parent association in Lac La Biche. Each community was allotted the same amount of money and the local groups were encouraged to develop proposals in those areas of greatest interest to their own community.

While the funding for each of the six communities was raised in 1981-82 to \$4,500, an increase of \$1,000 per community over the previous year's figures, the Society operated much as it had from the beginning of 1980. Ingram and McIntosh (1983a:85) indicate that minor adjustments of a fine tuning nature were undertaken but no major changes in policies or procedures occurred.

By the summer of 1982 there were active programs in place in all six of the project communities, involving both parents and teachers. The adults in these communities were actively involved in the local sub-groups; indeed in some of the communities a large majority of the community's adults were involved. Students in all eight schools in the Lac La Biche School Division had been involved in Education North sponsored programs; in some of these schools all students had been involved. Many of the programs were aimed at providing both students and adults with an opportunity to learn more about, and appreciate to a greater degree, their own particular culture and heritage. It is also worth noting that the data obtained in interviews with Education North personnel and School System and School administrators in May, 1980 indicated that teachers and the school system staff generally were somewhat reluctant to get

involved with the project in 1978 and 1979. Ingram and McIntosh (1983a: 88) indicated, however, that by mid 1982 the support for, and positive feelings towards, the Lac La Biche Education North Society, which these groups indicated, were quite unambiguous. Table 2 provides a listing of the projects undertaken in the Lac La Biche and Region Education North Society during the three years from 1979 to 1982. It should be noted that many of these projects were of an on-going nature and some of them continued right through the entire three year period.

This increase in understanding of the project and in support for it is borne out by the comments made by school administrators and School Division personnel in interviews with External Evaluation Team members. This developing support is evident also in a letter which was sent to the coordinator, Mr. Coutney, by the secretary-treasurer of the School Division, following a presentation to the board of trustees on May 4 1981. It stated, in part, "I can assure you that the trustees were very much impressed with the projects of the Society and they would like to assure you and them of their continued support." It should be noted also that the third President of the Society was a teacher and vice-principal at the High School in Lac La Biche. This type of involvement was in clear contrast to the non-participation by educators in the earlier stages of the project.

Ingram and McIntosh (1983a:88) state that "there is considerable evidence to conclude that the Lac La Biche Education North Society has met the objectives set by Education North."

Table 2

Projects Undertaken in the Lac La Biche and Region Education North Society

CASLAN

1. Dancing and Fitness. The objective was to encourage parents and students to experience their culture together through dance and fitness programs.
2. Ceramics in the Classroom. This project was designed to (1) introduce parents and teachers to ceramics in the classroom situation, (2) develop parents' appreciation of education, and (3) improve communications between the various elements of the community and between the community and the school.
3. Parental Involvement in Programming. Several parents were involved in materials production for language arts, mathematics and other related subjects.

KIKINO

1. Metis Dancing. This project was designed to keep Native culture and tradition alive through teaching and preservation of Metis dancing and making the traditional costumes associated with the dance.
2. Kikino Awareness Program and Native Dancing. This project, an expansion of the initial program, had three aspects: (1) a continuation of the Native dancing program, (2) moccasin-making, and (3) a film program geared to develop an awareness of, and pride in, the community.

LAC LA BICHE

1. Art Workshops offered by a professional artist living in the community to a group of teachers and parents, using the facilities of one of the local schools.
2. Art Mural designed to give Art 20 students and interested adults an opportunity to work on a mural depicting the community.
3. Snowshoe Project designed to involve parents and students in a language arts project through outdoor (snowshoeing) activities.
4. Alberta Impressions. Students and adults were given an opportunity to view a display of the works of Alberta artists and thus be encouraged to appreciate and enjoy art, especially the work of local artists.

(continued)

Table 2 (continued)

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5. Concert and Drama Productions. Parents worked with students and teachers in producing Christmas concerts and a cultural awareness day later in the school year.
 6. Keeping in Touch. The publication of a student newspaper (several issues per year).
 7. Square Dancing. The thirty students involved entertained fellow students and senior citizens, and participated in the Music Festival.
 8. Tennis Fundamentals. The Physical Education 20 and 30 students had the opportunity to learn the fundamentals of tennis.
 9. Curling Fundamentals. The Physical Education 20 and 30 students had the opportunity to learn the fundamentals of curling. (Both of these projects involved parent volunteers from the community).
 10. Native Handicrafts in the Classroom. Two junior high school classes were involved in making moccasins and mukluks.
 11. Community Art Show. A two-day Art Show was conducted in December 1981. Over thirty local artists participated.
 12. Mukluk Making. A two-day mukluk-making course was conducted involving approximately fifteen people - students, parents and teachers.

PLAMONDON

1. Local History Research Program. It involved the collection of historical stories and photographs and the development of a puppet production about the French pioneers.
2. Library Story Time and Cultural Enrichment in the Classroom. Parents were involved in reading and telling stories to children in kindergarten to grade 5.
3. Computer Literacy and the Science Fair. A science fair was held in each of the last two years of the project. A computer (TRS #80) was purchased and students were taught the fundamentals of computer usage.
4. Music in the Classroom. This project, for kindergarten to grade 3 students, involved the development of a recorder band, a parents' music workshop and a Kodaly-type percussion band.

(continued)

Table 2 (continued)

5. Leathercraft. This short (3-week) project taught the older boys about tanning, cutting and working with leather.
6. Ceramics in the Classroom. Over a short period of time, parents worked with students (grade 6) in crafting ceramic products.
7. Rocket Production Project

RICH LAKE

1. Cross-Country Skiing. To encourage language development through education for students in kindergarten to grade 6. Parent volunteers worked with the students.
2. Library Enrichment Program. Several books were purchased. Parent volunteers participated by telling stories and working on puppets.
3. Cultural Resources Library. This program was geared to develop videotaped historical materials about the area. Students were trained to operate audio-visual equipment and cameras, and to do the research necessary to develop the history of the community.

WANDERING RIVER

1. Grandparents, Parents and Children in the Classroom. Thirty to forty parents worked with students on activities such as cooking, ceramics and puppetry.
2. Spinning and Weaving. Parents were involved in teaching spinning and weaving to students.
3. Music in the Classroom. A member of the community worked with students in the classroom on a music program.

LITTLE RED RIVER

Background

The three separate communities which became grouped together in the Little Red River Education North Society were John D'or Prairie, Fox Lake and Garden River. The first two of these are Indian reserves and the third is a small settlement on the Peace River inside the boundaries of Wood Buffalo National Park. The communities are located in the extreme north of Alberta, east of Fort Vermilion. John D'or is accessible year round by road and Fox Lake and Garden River have air-strips and are also accessible by winter roads. Garden River is located just inside the western boundary of Wood Buffalo National Park, and is the most isolated of the three communities. Most of the people in all three communities are Crees, belonging to the Little Red River Band, and there is considerable seasonal migration between the three communities. The population of the entire area is about 1,250 people with approximately 600 in Fox Lake, 500 in John D'or and about 150 in Garden River. Of these, fewer than fifty are white and these are mainly teachers, nurses and Hudson's Bay Company workers.

The population of the entire region is extremely transient with people moving from community to community comfortably and comparatively frequently. This is facilitated by the common ancestry of the residents of the three communities and the family relationships existing between them. Until the 1950's most of the people in the area lived in an extremely nomadic fashion, moving from one encampment to another along the banks of the Peace River. In 1957 the Department of Indian and Northern Affairs established a reservation at Fox Lake and seven years later, in 1966, a second reservation was allocated to the Little Red River band at John D'or Prairie. This second allocation was on what was considered to be good farming land and the intent was to interest the native community in adopting a more stable, economically viable, way of life.

Not all of the native people in the area settled on the reserves, however, and a

substantial number remained in the community located on the bank of Garden Creek, a tributary of the Peace River, located just inside the western boundary of Wood Buffalo National Park.

As a result of its location within the Park, residency in Garden River was and is strictly controlled and those who are unable to trace their family lineage to the community are not permitted to settle there. The boundary of the Park, which was established in 1922, is located on the fifth meridian in this area, and it was where this line crossed the Peace River that the earliest Hudson's Bay post in that region was located. Figure 7 indicates the location of the three communities involved in the Little Red River Education North project.

The Project

In the autumn of 1978 the provincial coordinator of Education North, Mr. Fred Dumont, informed the Superintendent of Schools for Northland School Division, Mr. Don Weaver, that a number of schools under his jurisdiction could be eligible for involvement in the Education North project. In early October of 1978 Mr. Weaver informed the teachers in the three Little Red River Schools of the project and sought their support. For some years Northland School Division had been attempting to put together a Grades One and Two reading program of relevance to Native children in northern Alberta. Sister Bernadette Gautreau, a teacher in John D'or, had worked on this project for some time. In the first proposal submitted to The Minister's Advisory Committee for Education North, Mr. Weaver referred to this project. He stated that the purpose of the project, which later came to be named ICAN (Integrated Curriculum Adaptation for Northland) was, essentially, to integrate areas of the students' background with concepts stated in the Alberta curriculum." During 1974-75 the three experienced teachers on the team assigned to the project developed materials covering all areas of the Grade 1 Curriculum excluding arithmetic and reading. Specific areas attended to were: (1) Developmental Readiness; (2) Core English; (3) Monthly Books; (4) Discussion Pictures; (5) Phonics. These materials were field tested during the 1975-76 school year,

modified where necessary, and subsequently adopted throughout the entire Northland School Division.

In 1977-78 this same team of teachers began work on a series of Grade 1 reading texts and this was to form the basis for the proposal for Education North. Mr. Weaver hoped that Education North could provide necessary funding for this curriculum development project. On October 27, 1978 the Northland School Board passed a motion indicating its willingness to cooperate with Education North, and this information, along with an outline proposal, was submitted to Mr. Dumont. This proposal was entitled "Production of Grade One and Two Curricular Materials Culturally and Linguistically Relevant to Northern Communities Served by Northland School Division." It was basically an expansion of the work which the ICAN team had been working on though an addendum was included which indicated that if the proposal was approved by The Minister's Advisory Committee a local Society would be established to "develop the proposal in greater detail and delineate responsibilities and involvement of the participating groups." A number of names of residents of the communities who had been involved with the formulation of the proposal, was also included. In his reply to Mr. Weaver, dated November 3, the provincial coordinator identified a number of problem areas in the proposal. He emphasized a need to indicate clearly that local, lay people would have to be involved in the project and he also recommended that production costs should not be emphasized at this time. The letter indicated that "... the project idea is basically sound and can easily be made to fit the guidelines for funding set out by The Minister's Advisory Committee." On the question of community involvement Dumont was emphatic:

... it is crucial that the project proposal emphasizes the case for local lay people involvement in content oriented and other activities related to localizing curricular materials. The Committee assumes that if the expected outcomes of this process are achieved at the end of the exercise, the materials produced as a result of this joint effort (professional educator and client), will be of greater benefit to the student in the classroom as well as doing these other things.

Interviews with members of The Minister's Advisory Committee for Education North

indicated that there was a concern that this particular proposal was not really "community-based" but rather "school-based." Indeed one member of the committee indicated that in this case they were merely funding the re-writing of a curriculum, which was something that Northland School Division would have had to do anyway ! There was considerable discussion and concern at the advisory level regarding the extent of community involvement in developing the preliminary proposal which had been drafted and submitted by Mr. Weaver. This was in spite of the fact that Mr. Weaver indicated that he had obtained the assistance of fourteen community members during its formulation.

In an attempt to assure the members of The Minister's Advisory Committee that there was local, lay support for their efforts, Mr. Weaver invited Mr. Dumont, the provincial coordinator for Education North, and Dr. Harry Sherk, the Chairman of The Minister's Advisory Committee, to visit the three communities with him in March 1979. These visits took place on March 13 and 14. Dr. Sherk, in his notes on the meetings which were organized during the visit, indicated that:

In each case the following were in attendance: Mr. D. Weaver, Superintendent of Schools; Sister Bernadette Gautreau; the principal of the school in each community and a number of community representatives. On the second day (i.e. March 14th) a meeting of representatives from all three communities together with the others already previously identified was held at the school in Fox Lake. The tone of the meeting was very positive toward some kind of community-involvement project. No specifics were decided upon at this meeting. However, Chief Daniel Nanooch indicated that opportunities would be provided for local people to study the materials already produced in I.C.A.N. project (integrated curriculum adaptation for Northland).

A revised proposal had been submitted to Mr. Dumont by Mr. Weaver on March 2 and it was this document which formed the basis for the discussions at the meetings in the middle of the month. This second proposal provided considerably greater detail regarding the intended participation of local community members. The proposal stated that "A major responsibility of the Society will be to encourage community members to make content-oriented contributions to the materials." Further meetings were held in Garden River

and Fox Lake on March 28 and 29 respectively, which were again attended by Mr. Dumont. At these meetings further proposal details were discussed. The meeting in Fox Lake on the 29th. of March was attended by Mr. Dumont, the principal of the Fox Lake school, Mr. Kelly, Mr. Weaver, and twelve Native persons from the three communities. Subsequent to this meeting, Mr. Weaver, on April 19, submitted a revised proposal for "Education North for Grades 1 and 2 Reading Project," with the request that it be presented to the Education North Committee for consideration. This proposal documented in detail the extent of community involvement and participation in meetings held to discuss curriculum matters over the previous six months. The actual letter of transmittal accompanying the proposal was signed by fifteen residents of the three communities along with Mr. Weaver. This third proposal contained a thorough statement of the need for such a series of readers and also listed four "process products" which were intended to identify some of the benefits to community members which would result from the implementation of the proposal. These were:

1. Improvement of decision making capabilities of individuals.
2. Improvement in group work skills and commitment to group goals and objectives.
3. Improving community commitment to education.
4. Development of a more positive relationship between professional educators and members of the community.
5. Development of an increased number of positive identification models for children in the community.

Mr. Weaver also sent a copy of this third version of the proposal to Dr. Sherk and in the latter's reply of May 1, acknowledging receipt of the proposal, the chairman of The Minister's Advisory Committee mentioned that "the only concern that I have on this initial reading is that there does not seem to be a clear rationale for the budget or a breakdown indicating what the various dollar figures will buy." Dr. Sherk indicated that it would be appreciated if "... further information relative to components of the budget" could be provided.

In addition to providing release time for teachers and administrators to attend

meetings associated with the project, Northland School Division had, to this time, been covering the cost of transportation to and from the meetings. For the most part this transportation had to be by air. As a result of this Mr. Weaver, "as an interested party in the John D'or, Garden Creek, Fox Lake Education North project," applied to Mr. Dumont on March 19, for "front end organizational money for the project." No indication was given in this letter whether or not Northland School Division was prepared to absorb all the costs which it had incurred to that time though no request for reimbursement was made.

Mr. Dumont had anticipated receipt of the revised proposal and had already invited Mr. Weaver and Sister Bernadette to attend The Minister's Advisory Committee meeting on June 7 in Peace River. Mr. Weaver and Sister Bernadette were accompanied by Ms. Agnes Dumaine, a resident of John D'or. Their submission was favourably received and the proposal was given approval in principle, though the group was again requested to provide greater detail regarding the specific plans for involving the members of each community and regarding some of the budget expenditures. Mr. Weaver was further advised that his group should take immediate steps to become incorporated as a Society, and a copy of the Act governing the formation and operation of a Society along with the necessary forms were provided. In addition the group was informed that "the Committee has recommended to the Minister of Education that \$70,000 of operational funds be approved for the project on the basis of reimbursement of expenditures incurred for the first year (April 1, 1979 to March 31, 1980)."

A meeting was held in Fox Lake on June 20, 1979, which was attended by Mr. Weaver, Dr. Sherk and Mr. Dumont along with members of the Society from Garden River, John D'or and Fox Lake. At this meeting the matter of incorporation was dealt with and further plans were developed. Another meeting was held one week later which was attended only by representatives of the three communities involved in the project.

Subsequent to these meetings, in a letter of July 11, requesting reimbursement for travel costs associated with the meetings, Mr. Weaver was able to inform Mr. Dumont that Mr.

Ian Sewall had agreed to accept the position of Society Coordinator. Mr. Sewall had been principal in Garden River in 1978-79 and was well known in the three communities. During his term as coordinator of the Little Red River project he remained a staff member with Northland School Division, with the Little Red River Project North Education Society reimbursing the Division for his salary. In the same letter Mr. Weaver also stated that "at the last School Board meeting, the Board agreed to look after the Grade One materials thus leaving the Grade Two materials for the Education North Society. In this way the Society will start from scratch."

By the end of July 1979 the barristers retained by Mr. Weaver were able to inform Mr. Dumont that all the paperwork associated with incorporation was complete.

The first meeting of the newly incorporated society was held in Fox Lake on September 7th. The minutes of the meeting indicate that "Mr. Weaver briefed Mr. Sewall on what the society is and how it was set up." A number of organizational matters were raised at the meeting and Mr. Sewall indicated that he felt he could have the project underway in about a month and a half. Mr. Weaver indicated that the revised proposal dealing only with Grade Two, was being typed and would be forwarded to the Education North office as soon as it was completed.

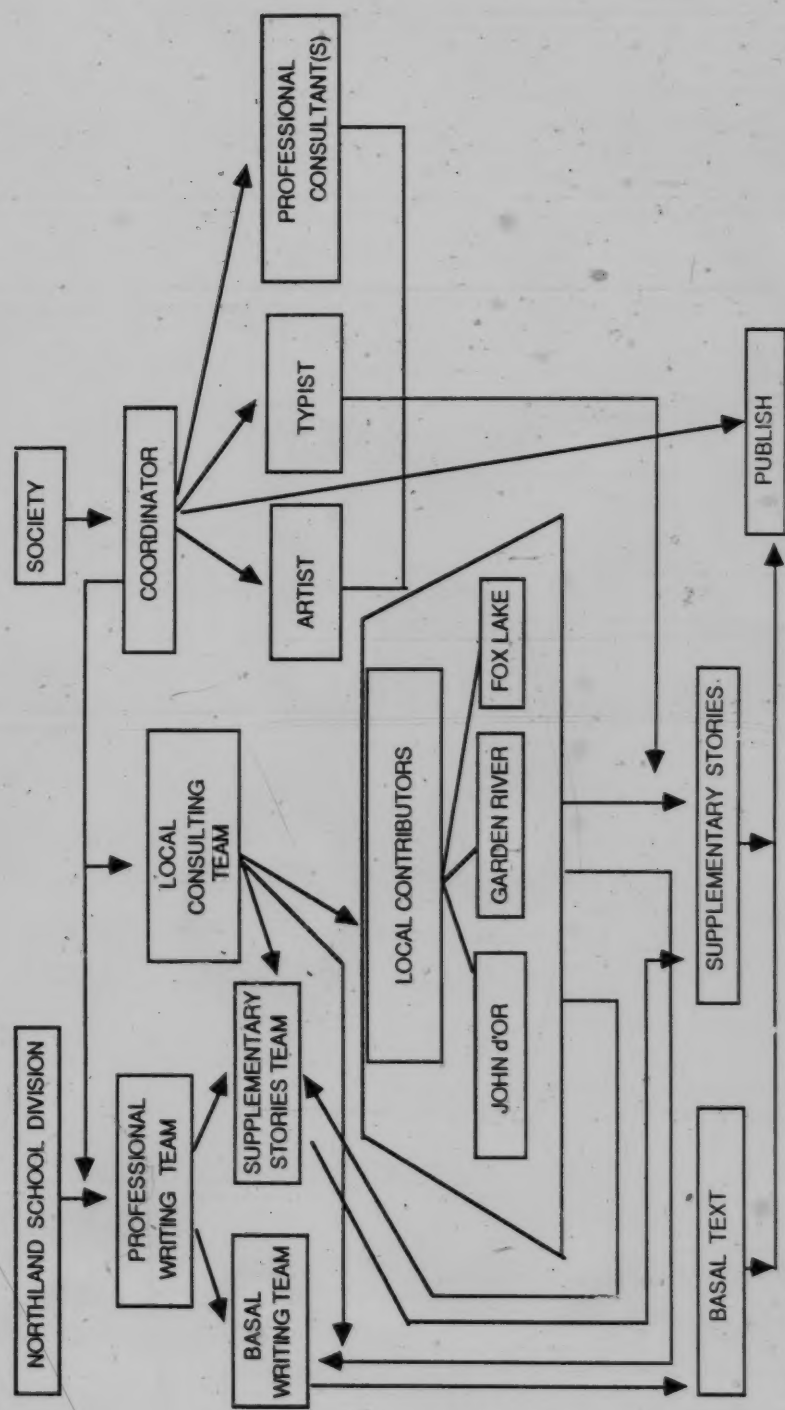
On October 26, 1979, Mr. Lalta Kunjbehari, the acting coordinator for Education North, wrote to Dr. Sherk indicating that he and the assistant coordinator had reviewed the revised proposal and had a number of concerns. These were as follows:

1. Although the project has the potential for parental involvement there is no indication how this involvement will occur. In view of staff and the Minister's Advisory Committee members concerns on this point, this aspect of the proposal requires amplification.
2. In earlier reviews of this proposal it was noted that the guidelines of Education North would not allow funding production costs of materials produced. Education North could fund the involvement aspect of the project with production costs possibly picked up by Northlands School Division. \$70,000. have been allocated in the budget for this purpose.
3. Education North funding is on an annual basis with no provision for carrying over funds from one year to the next. Yet the budget for this project "is

based on carrying the production budget plus any other underexpenditures forward to the concluding year. In this way the final production costs can be met."

Mr. Sewall established local committees in each of the three communities and appointed an assistant coordinator in each. In a Society Newsletter of December 18 Mr. Sewall reported that the three assistant coordinators were Velma Sewepagaham from Garden River, Dorothy Laboucan from Fox Lake and Norman St. Arnault from John D'or. He also informed the residents of the communities that the actual collecting of stories to be included in the readers was underway and between the three local committees approximately eighteen stories had been collected to that date. The Newsletter listed names of those who had provided stories, and the coordinator thanked them. The Society, through the Coordinator, organized several task teams to attend to the different areas associated with the project. Altogether there were six separate teams. They were: (a) the story collecting team which recorded stories from the communities; (b) the translating team which translated the stories into English; (c) the writing team, made up of teachers experienced in Native Education; (d) a basal writing team to write the basic reader for grade two; (e) supplemental story writers and (f) artists to prepare illustrations for the Readers. Figure 8 shows the organizational diagram of the Society, as presented by Mr. Sewall.

The work of the Society proceeded energetically and effectively in the first few months of 1980. Writing contests were sponsored in the schools and prizes were awarded by the Society for the best stories received. In an interview in May 1980, Steve Walker, a teacher at John D'or and vice-president of the Society, indicated that these contests had a stimulating effect in the school. He reported that one child had written a story on kite-building and this had led to a spate of kite-building and ultimately to a school-sponsored Spring Madness festival. Colin Kelly, the school principal in Fox Lake and president of the Society, reported that some of the stories were just excellent and gave a big boost to creative writing in the schools. Prizes of skates were awarded in Fox Lake and Garden River and a bicycle was awarded in John D'or (where the roads made its use possible).



(Prepared by Mr. Ian Sewall, Project Coordinator.)

Figure 8

The Structure of The Little Red River Organization

Mr. Kelly also commented on the difficulties that the Society was encountering in the area of reimbursement of money already spent. It seemed that the Society was constantly and heavily in debt and did not appear to have much chance of getting out of it unless something drastic was undertaken. Specific difficulties were encountered in May 1980, when the Provincial Coordinator found that the bookkeeping and record keeping of the Society were not in such a form that the Accounts Department within the Planning and Research Branch of Alberta Education would approve reimbursement of payments which had already been made by the Society. This problem had been developing since June of 1979 and involved about \$18,000 in all. In November 1980 Dr. David Young, the provincial coordinator for Education North, completed a detailed overview of the financial circumstances of the Little Red River Education North Society, and indicated that in his view the problems arose because the Society began its activities immediately after receiving approval in principle on June 7, 1979, but long before the matter of incorporation was cleared up. He indicated that this action appeared to have received at least tacit approval from the provincial office and The Minister's Advisory Committee. He recommended that the Society be paid \$18,000 to clear the debts and was quite explicit that "failure to receive some funding to compensate for its early start-up will likely mean the demise of the Society." The Director of the Planning and Research Branch of Alberta Education, Dr. M.R. Fenske, endorsed Dr. Young's recommendation and on December 5, 1980, The Minister of Education, David King, authorised the payment, and a cheque in the amount of \$18,000 was mailed to Mr. Steve Walker, the President of the Society, on December 23, 1980.

In May 1980, at the meeting of The Minister's Advisory Committee held in Fort Vermilion, the Society requested that clause 4 of the contract between The Minister of Education and the Society be amended. This clause dealt with the copyright on any materials which the Society might publish. The Society sought to have the copyright on its books remain with the Society, as agents of the people living in the communities. The minutes of the

meeting indicate that some members of the Advisory Committee expressed concern that as the project had been made possible through the availability of public monies, the results of the project ought to remain in the public domain. Concern was expressed too that unless the Minister safe-guarded the rights of the public, the collected stories might remain in a shoe box in somebody's basement. The clause in question was in fact eventually amended so that copyright was shared jointly between The Minister and the Society.

By June of 1980 the Little Red River Society had collected approximately one hundred and fifty stories from persons living in the three communities. The work of translating these stories into English was completed by the autumn of 1980 and early in the school year the stories were pilot tested in the schools of the three communities. Decisions were made regarding the format of the readers and regarding the creation of posters to accompany them.

In 1979, in the early days of the project, there was a concern that not enough stories would be collected to complete the project. This concern was quickly set to rest and the society members came to realize that many of the stories which they had obtained, though unsuitable for the readers, ought to be published and made available to the communities. It was decided to produce a book of legends intended for adults in the community. The name Kayas, meaning Long Ago, was chosen and it was decided to have one thousand copies of this book printed and one copy given to each family in the three communities. The stories in this book were to be printed in English and in Cree syllabics.

In an attempt to ensure publication of the readers and of Kayas, Ian Sewall, on the advice of Dr. Harry Sherk of the Planning and Research Branch of Alberta Education, and chairman of The Minister's Advisory Committee for Education North, contacted the Alberta Cultural Heritage Foundation in November 1980 and requested financial assistance for publication of the stories.

In his Newsletter of December, 1980, the coordinator for the Little Red River Reading Project, Mr. Ian Sewall, mentioned that "... we have had several fine posters completed and

handed in." He also mentioned that Chapters 1 and 2 of the children's reader were ready and that Chapter 4 would be ready for typing in the new year. He also indicated that "... we have just begun the edit on our community book." The newsletter contains many references to people in all three project communities who had been active with the project. It was indicated that the Society was now in a position where the intensive work of artists would be required and children and adults alike were encouraged to become involved in preparing drawings for the books.

On January 9 and 10, 1981, Mr. Sam Donaghey, the Treasurer of the Alberta Cultural Heritage Foundation and Chairman of the Grants Committee for that Foundation, visited John D'or and met with the Society executive and coordinator. The subject of the discussion was the request, by the Society, for funding to help defray the costs of printing the readers, posters and book of legends. Mr. Donaghey was extremely impressed with the work of the Society and his report indicates that he spent considerable time examining the material which had been collected to date. He also advised the coordinator as to possible methods of having the books printed, which would both enhance the presentation and save costs. In his report to the Foundation, Mr. Donaghey stated that:

It is most important that a commitment of the Foundation support be made known as soon as possible, and I have indicated that there be news of this nature available for them soon after our January 30, 1981, Board of Directors meeting. I recommend the grant in the full amount as per this schedule to a total of \$36,632.00, less the amount of any grant received from Alberta Culture, or other source, and less any savings realized from my personal recommendations as indicated hereunder, or any other savings made elsewhere.

As events transpired, the Little Red River Reading Society also received a grant of \$5,000.00 from Alberta Culture, in addition to the funding from The Alberta Cultural Heritage Foundation.

In the first newsletter of the 1981-82 school year Mr. Sewall reported that 200 sets of posters (16 per set) were printed and packaged. These posters had been drawn by twelve

local artists, a number of them schoolchildren. He also reported that the book of legends, Kayas, was at the printers and should be completed by early October. Finally, he reported that although the readers were practically complete there was a lot of work to be done on the study guide and there was a particular need for artists to draw about 300 sketches.

In August of 1981, Dr. David Young had written to Mr. Sewall informing him that it was intended to continue the Education North project for an additional year, to 1983. Mr. Sewall was invited to contact his executive and determine whether or not they wished to participate for this additional year and if so, what form their activities might take. Much attention was given to this invitation in the fall of 1981, and while specific activities were not immediately selected, the Society coordinator wrote to Dr. Young on October 21 requesting a one year's extension with Education North. Some suggestions as to the form of the involvement were presented in the letter. Mr. Sewall made it clear that these were only a sampling of the things the Society might engage in:

- a) Workshop and discussion of the Little Red River program;
- b) Research and development of a documental history of Little Red River area;
- c) Profile of specific elders in the three communities;
- d) Involvement of local individuals in the building of resource kits for the schools;
(For example, Industrial Arts - boat building)
- e) High interest read - along material from our existing collection of community stories. The package would contain a Cree - side / English - side tape with a written translation and brief set of comprehension questions. It would be aimed at the junior high students.
- f) A collection of art sketches, accompanied by a profile on each representative artist.

There was a slight delay with the publishing of Kayas and it was not ready for distribution until early in 1982. The readers too, were sent to the printers in the spring of that year and work continued on the study guide, with a scheduled completion date of August 1982. It was proposed to pilot test the materials in the Little Red River schools during the 1982-83 year and to consider any modifications or recommendations for future editions of the readers. During this school year, 1981-82, Mr. Sewall, the coordinator of the project, spoke at the Northlands

Teachers' Convention, at the Conference of the Multicultural Education Council of the Alberta Teachers' Association and to a class at the University of Alberta. He also contributed an article to the newsletter of the Multicultural Education Council.

By June of 1982 the Little Red River Reading Project appeared to have attained most, if not all, of the objectives which had been set for it. Parents were reported to be more interested in the schools and in the work of their children; many children had been actively involved with the project and many community members had contributed valuably to the project, both in terms of stories and art-work and in terms of the initiative they had taken in managing the project. Some of the adults had also found themselves in positions of leadership and responsibility and had appeared to acquire the skills required to function effectively in these roles. There was an obvious feeling of pride among the community and Society members at the success of their project. Ingram and McIntosh (1983a:99) reported that "the history of the Little Red River Society has been in the main a success story," though they indicated that "there are still some concerns which must be considered in the operation of a project of this kind in communities such as the Little Red River communities."

SLAVE LAKE

Background

Slave Lake is a community of approximately 4,000 people located about 250 kilometers north of Edmonton at the eastern tip of the lake from which the community draws its name.

There are three schools in the community, providing educational services for approximately twelve hundred students. There had been a gradual increase in student enrolment in these schools throughout the late 1960's and 1970's, though this has stabilized in recent years.

The main source of employment in the region comes from the oil and gas industry while the lumber industry is also important in the vicinity.

While approximately fifty percent of the population is either Indian or Metis, the vast majority of community members have English as their mother tongue. In addition to this, however, there is a small number of French Canadian people in the town.

The three schools in the town of Slave Lake are operated as part of the High Prairie School Division with its central office in the town of High Prairie, some 100 kilometers west of Slave Lake. Figure 9 shows the location of this community.

The Project

Mr. Fred Dumont, the first Coordinator of Education North, was a former employee of the High Prairie School Division and a former resident of that town. He presented the basic concepts of the project to the school board in late 1978 and obtained approval to have schools within the Division participate.

The Slave Lake School-Community Liaison Committee, which had been in existence since 1971, held a public meeting on November 13 at the C. J. Schurter School to discuss Education North. The Scope, a local Slave Lake Newspaper, reported, in its edition of

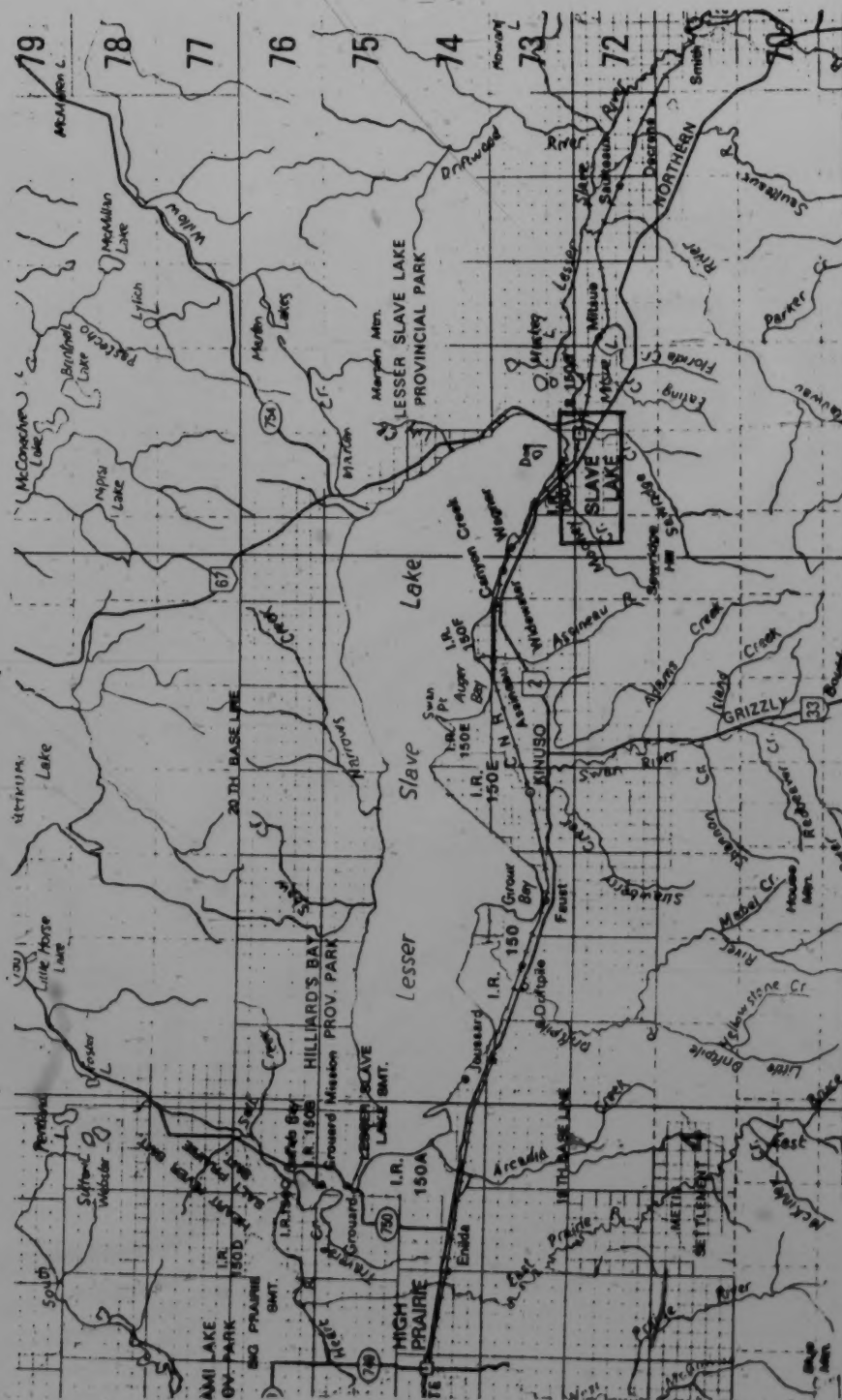


Figure 9

The Community of Slave Lake

Scale: 1 cm. = 7.5 km.

November 22, that at this meeting "a program designed to stimulate parental involvement was agreed upon as the community's greatest educational need - - one which could be instituted through Education North." The newspaper reported that the overall intent of the project was explained in great detail by Mr. Dan Vandermeulen, an assistant superintendent of schools, who also agreed to prepare a draft proposal for the group for consideration at a meeting on December 4. It was also reported that Mr. Vandermeulen proposed the following initiatives as possible activities for a Slave Lake group working in Education North.

- Staff orientation and development - - "teaching teachers to relate to the culture of the community;"
- Adjusted curricula which could include anything from practical mechanics to tanning moosehides;
- Use of localized material to modify classroom studies;
- Encouragement of long - - term parental involvement.

The "prospectus" prepared by Mr. Vandermeulen was presented and discussed at a meeting in Schurter School on December 4, 1978. The meeting was attended by 18 people and the Scope reported the activity in its edition of December 13. The "prospectus," as the proposal was referred to, was approved by the group for submission to The Minister's Advisory Committee but there was some concern expressed regarding the wording of the proposal. The paper reported that "phrases such as 'structures and processes of parity' and 'formative and summative decision-making' drew questions. Why could not everyday, easy-to-understand words have been used?" One critic was quoted as saying that "after people attend one or two meetings where they can't understand what's being discussed, the natural reaction is to stay home." Nonetheless, the proposal was submitted to The Minister's Advisory Committee and considered by that body at its meeting of December 8, 1978.

Dr. Harry Sherk, the chairman of The Minister's Advisory Committee for Education North, replied to Mr. Lloyd Miller, the chairman of The School-Community Liaison Committee, on December 21. He indicated that:

Although the prospectus was lacking in detail as to who the proposers were, supplementary information provided at the meeting from other sources, e.g. press releases, Education North office, etc., led the Committee to conclude that the community had attempted to meet the guidelines set out for an Education North project. Therefore I was directed to advise you that your group has been granted approval to proceed with further development of your funding proposal.

The Scope, in its January 17, 1979 edition, referred to the part which the newspaper reports had played in convincing the committee that there had been community involvement in the development of the prospectus. It seems the prospectus was initially rejected "... on the supposition that parents did not prepare the application presented. It looked too academic."

Dr. Sherk indicated that he would be willing to meet with Mr. Miller and his executive to assist them in developing the proposal in the desired manner. He also indicated the willingness of the Education North staff to assist in this area. Mrs. Vivien McCoy, a member of the School-Community Liaison Committee, was appointed chairperson of the Education North project group and she contacted Mr. Dumont, the provincial coordinator, to arrange a meeting for either January 29 or 31, 1979.

In the meantime a meeting of the Slave Lake group was held on January 17, which was attended by nine people. At this meeting it was decided that "the project is designed to help initially the parents and ultimately the child and teachers." It was also decided that "the Geographic limits of the project is Slave Lake schools." A list of twenty-eight possible methods whereby "the project is going to accomplish its goals" was also drawn up. These were listed in order of priority in the minutes of the meeting. The first ten of the methods identified are listed below:

1. A group to go between parents and teachers as a buffer.
2. Monthly newsletters.
3. Classroom meetings per term.
4. Babysitters during parent-teacher interviews and workshops so that both parents may attend.
5. A group of parents who would be responsible to work with teachers for setting up basic costume departments etc.

6. More education on drugs, alcohol, cigarettes. Films shown both to parents and children starting at the elementary level.
7. Involvement with senior citizens in after-school study program.
8. Parent effectiveness training.
9. Information in library on parenting, psychology, etc.
10. Hot lunches program.

Mr. Dumont met with the group on January 29 and provided them with additional assistance and guidelines. The outcome of this was that a thorough, comprehensive proposal was given to the coordinator in late February by the chairperson of the group, Mrs. McCoy, and the secretary, Mrs. Dunford, for submission to The Minister's Advisory Committee for consideration at its meeting of March 22.

Mr. Dumont informed Mrs. McCoy on March 26, 1979, that the committee had approved the proposal in principle, and "that a maximum of \$35,000. of operational funds would be granted for the project on the basis of reimbursement of expenses incurred, for the first year (April 1 '79 to March 31 '80)." Mr. Dumont commented on the reimbursement procedures and indicated how group members could be repaid for expenses incurred to date. There was no indication that the Slave Lake group had to do anything other than complete the incorporation procedures and implement the program which they had proposed. Mr. Dumont concluded his letter:

Congratulations on being one of the first Education North projects to receive Committee endorsement. The Education North office is looking forward to working closely with people concerned to implement your plan of action which might result in the development of new and lasting educational partnerships at Slave Lake.

The Slave Lake Committee held its organizational meeting on April 25 at C. J. Schurter School. Mr. Brian Pitcairn, a former teacher with Northland School Division and, at the time, associate director of the education division of the Lesser Slave Lake area Regional Indian Council, was elected president. Mrs. McCoy was elected vice-president, Mrs. Juanita Dunford was elected secretary and Mr. Stan Jenkins was elected treasurer.

On May 15 Mr. Dumont wrote to Mr. Pitcairn requesting that he and his Board of

Directors review the Terms of Reference and the budget revisions in time for them to be considered by The Minister's Advisory Committee at its meeting of June 7, 1979. The reason for this closer examination was that these two documents would form Schedules A and C of the agreement between the Association and The Minister of Education. Mr. Dumont also advised Mr. Pitcairn that the Association's certificate of incorporation would be required by the Minister before any agreement could be finalized. The Board of Directors of the Slave Lake Association reviewed the budget and the Terms of Reference and were satisfied with them. Approval was also given by The Minister's Advisory Committee and this information was conveyed to the Slave Lake Association in a letter to Mr. Pitcairn on June 8. The Terms of Reference of the Association, which detail those areas where the Association indicated its willingness to implement a program, are reproduced below:

Program Plan

The following activities are grouped according to the type of participation involved:

Group A (involvement of the whole community)

- 1A. Parent effectiveness training programs.
- 2A. Community Resources Support Services to the Schools.
- 3A. Newsletter production involving all publics as contributors.
- 4A. School and community production property inventory and control.
- 5A. Student attendance and achievement program.
- 6A. Educational needs annual report and recommendations.
- 7A. Community utilization of Athabasca University Services.
- 8A. Lunch time support service.

Group B (Parent based activities)

- 1B. Community/School library utilization program.
- 2B. Drug and alcohol abuse education.
- 3B. Parent roster chaperone service.
- 4B. Nutrition education workshops.
- 5B. Parent-Teacher report card day interview support programs.
- 6B. Student tutoring program by senior citizens.
- 7B. Schools as community centre promotion program.
- 8B. Program to improve appearance of school physical plant and grounds.
- 9B. Student, casual employment opportunities information bank.

Group C (Require teacher/parent interaction)

- 1C. Classroom meetings program.
- 2C. Extra - - Intra Curricular activities parent participation program.

Group D (Programs planned by Association but implemented by paid help)

- 1D. Teacher / Parent Intermediary service program.
- 2D. Student pedestrian safety program.

The completed application for registration under the "Societies Act" was forwarded to the Companies Branch of the Department of Consumer and Corporate Affairs by Mr. Jenkins, the Association's treasurer, on June 21. On the same day, advertisements were placed in the three local newspapers for a Project Manager for the Association. The position was to be half-time and duties were to commence on August 15.

There were two applicants for the position and they were interviewed by the four Table Officers of the Association, along with Janice Dean, the assistant provincial coordinator of Education North, on August 16. The successful candidate was Bob Harrold, who at the time was a part-time teacher in Slave Lake, on the staff at E.G. Wahlstrom School, as a teacher of slower children in a special education class. He had worked with the planning committee developing the initial proposal for the Association and was, according to Ms. Dean's notes of the interviews, considered to be an "... innovative and creative person."

Mr. Harrold started work as project manager with the Slave Lake Community Education Association in September 1979. The Association had not yet received its certificate of incorporation and at the end of August, Mr. Jenkins, the treasurer, had submitted a claim for reimbursement, for over \$2,200. to Mr. Dumont. Mr. Dumont agreed that the claim was legitimate and forwarded it to the Planning and Research Branch of Alberta Education for payment. As the Minister had not yet signed an agreement with the Slave Lake Association it was not possible to issue a cheque to cover these expenses. As it was essential to pay off

some of these bills, the Association borrowed \$2,000. from the High Prairie School Division in early October. Among the bills to be paid was the project manager's salary.

Mr. Lalta Kunjbehari, the acting coordinator for Education North, met with Mr. Harrold on October 5 to see how the Schedule A or proposed plan of action, could be developed satisfactorily. Mr. Kunjbehari's notes of the meeting indicate that Mr. Harrold agreed to develop the Schedule in two ways:

A) A general section outlining the parameters of the contract. The following points will be made in this section. 1) the plan of activities for subsequent years will be similar to the first year with modifications depending on the experiences of the first year. 2) The project manager will act as a catalyst to organize parent involvement and not attempt to do everything himself. 3) Each activity will be generated and supervised by a parent group. 4) An internal evaluation will be conducted in consultation with the Education North coordinator and the outside evaluation team. 5) Implementation of the project would be done with adequate consultation with Education North coordinator. 6) All activities would be conducted within the limits of the approved budget.

B) A further section giving details of specific activities stating the nature of the activity, its purpose and how parents will be involved.

Mr. Harrold also agreed that this Schedule would be presented to the Association's monthly meeting on the following Tuesday, October 9.

The Schedule was indeed presented to this meeting and was approved. Mr. Kunjbehari's notes of this meeting, along with the minutes, indicate that there was considerable dissatisfaction at the delays in the signing of the agreement between the Minister and the Association. (The Association had been incorporated on September 28 but the Schedule A was still considered to be deficient). One of those attending the meeting, a resident of the area and a member of The Minister's Advisory Committee for Education North stated that "the bureaucrats in Edmonton are holding back the project." It was decided to send a letter to the MLA for the region, the Honorable Larry Shaben, expressing concern about the delays in getting the project under way. This letter was written by the President, Mr. Pitcairn, the following day.

The Schedule A which was approved by the Directors at the meeting of October 9 was forwarded to the Education North office and from there to Edmonton on October 18. The agreement with the Minister was signed on October 26 and on November 9 a cheque for \$8,500. 00 was mailed to the Association.

A meeting of the Association was held on November 8 and the minutes indicate that the project manager was directed to start a one page newsletter in The Scope - - one of the local newspapers. He was also instructed to set up a parent committee to look into activities for Education Week in March 1980. It was also agreed "... that Bob can buy one film to take pictures for the resource file. He will report back to us later on about how much the cost will be to buy and develop the film."

In his report to the meeting, Mr. Harrold indicated that he had twenty-four parents working on a phoning committee for a Meet-The-Teachers night at C.J. Schurter School. Seven parent volunteers had acted as hosts for the evening, which, he reported, had been seen as a big success by both parents and teachers. He stated that he was in the process of obtaining parent and student volunteers to work with the newsletter and the response to the community resource inventory had been very positive. He also indicated that he had been compiling a long list of speakers in the area of parent effectiveness training.

The next meeting of the Association was held on December 3. The minutes indicate that final arrangements were to be made by Mr. Harrold to have a Santa Claus outfit made at the Stitchery - - a local business. It was reported that the first edition of the newsletter would be published on December 19. It was decided to hold a contest to choose a name for the newsletter and the prize would be a camera whose cost was not to exceed \$50. The Board also approved the provision of up to \$1,000. worth of resource material "... to enhance our parent development program. This material will be housed in the Slave Lake Early Childhood Media Centre." The coordinator (formerly the project manager) was instructed to investigate the cost of a VTR in relation to Schedule A of the contract. (There is no indication in

subsequent Association records that the contest was ever held or that the camera was ever purchased).

Another meeting of the Association was held on December 11 when a number of concerns regarding reimbursement were discussed and clarified. Mr. Pitcairn agreed to contact a Play and Learn store regarding the resource materials and some concerns were expressed regarding the role of the External Evaluation Team in relation to the Society. Mr. Pitcairn agreed to try to clarify the matter.

The first meeting of the new year was held on January 15 and the major item of discussion was the proposed visit to the community of Dr. David Suzuki. It was hoped to obtain some funding from service clubs in the community to help defray the costs. The minutes of the meeting also indicate that "... no report was taken on the grade level meetings for 5 - - 6, 7 - - 8. Four parents turned out for 5 - - 6 and Bob Harrold forgot about the 7 - - 8 one."

A public meeting was held on January 15 to discuss the topic "Changing Behaviour." The coordinator indicated in his report that at least fifty people attended the meeting and that the discussion and interaction was extremely informative.

An emergency meeting of the Association's executive was held on January 23 to specifically deal with a number of concerns that had surfaced. Dr. David Young, the newly-appointed coordinator for Education North, attended the meeting and reported that, in fact, the meeting "... turned out to be healthy although it initially had the potential for being a witch burning of Bob Harrold." He reported that the major concerns voiced at the meeting were as follows:

- 1) The community doesn't appear to yet understand what Education North is.
- 2) The procedures of the Board appear to need tightening, particularly such terms as role definition for the Board, role definition for the Coordinator, role definition for sub-committees, some office procedures such as presenting all correspondence for review by the Board; that agenda for meetings should be sent out in advance.

3) Some members of the community feel they are being told what to do rather than being involved in what is being done. Some Board members feel they have lost touch with the objectives, that they have concentrated on the programs rather than parent involvement. (Note: the newsletter came in for much discussion within this context.)

There were a number of accusations at the meeting that the Board was acting too bureaucratically and not involving community members enough. The Board indicated an interest in establishing a number of parent committees to handle various program components.

In February 1980, Brian Pitcairn, who had become President of the Association in March 1979, and had been president during the period leading up to its incorporation, resigned, and was succeeded by Vivien McCoy. Mrs. McCoy had been a founding member of the School-Community Liaison Committee and had been extremely active within that group.

Another public meeting was held on February 5, 1980, dealing with the topic of Education and The Native Parent. There was an attendance of approximately forty people at this meeting and the evening was considered to be a big success.

The Suzuki visit to the community took place during Education Week, in March 1980. Mr. Harrold's report to the Board in February indicated that he had identified twenty-six areas where volunteer assistance would be required. The plans called for arrangements for Dr. Suzuki to visit Wabasca for an ice-fishing trip and to attend a bonfire at the Slave Lake ski hill as well as to speak at the public meeting on March 4.

Accounts of the success of the visit vary. It seems that members of the community felt that the visit was a big success though a number of key members of the Board felt that it was poorly organized. Because of this concern among Board members, a special meeting of the Board was held on the afternoon of March 11. The chairman, Vivien McCoy, in a letter to the External Evaluation Team, indicated that she "had prepared a case listing specific and verifiable instances of the coordinator's inadequacies, along with some strengths." The result of the meeting was that the decision was made "to grant a three month trial period to see if any major improvements could be made. A re-evaluation of the situation would be made at the end

of that time."

The Annual General Meeting was held later that evening and Ms. Madge McCree was elected president. Vivien McCoy was elected vice-president and Juanita Dunford was elected secretary. Subsequent to the meeting these last two people resigned their positions as they felt obliged "... to withdraw our support from an activity ... which was being managed contrary to the aims of those who submitted the original proposal."

While the events leading up to the General Meeting were traumatic for all those involved, the new executive proceeded to function as though a very normal transition had taken place. During the remaining months of the school year the Association became involved in two additional programs, namely the funding of the community's Block Parents program and a Lunch-Time-Fun program, to provide the school students with activities during the lunch hour.

At the meeting of the Board of Directors on June 24, the coordinator reported that the Lunch Time Fun program had run for five weeks, two days a week and that approximately fifty to sixty students attended each day. Unfortunately there was a poor turn out of parents to help with the project; only four showed up out of the fourteen who had indicated an interest. This program was operated in the Catholic Hall and a rent of \$10.00 a day was paid. Mr. Harrold also reported that to date there were fifty Block Parents in that program, with forty of these, active. He stated that there were ten to fifteen new applicants awaiting processing. It was decided not to hold meetings through the summer and the next meeting was set for September 9.

On August 8, however, the provincial coordinator wrote to the president, Mrs. McCree, indicating to her that the audited financial statement for the Association had not yet been received and pointing out that until it was received there would be no reimbursement of funds for monies expended. The situation was critical, he said, if the Association was to be able to get its program moving in the fall. This matter was immediately taken in hand and the

audited statement was completed on September 11.

At the meeting of September 9 it was decided to set up seven committees with a member of the Board on each of them. Each month a report would be given to the Board by the committee member. The coordinator was asked to send letters to each of the chairpersons requesting them to get their committees active as soon as possible. It was also decided to hold a pot-luck supper after the following month's meeting which was scheduled for October 14, at 4.30p.m.

At the meeting of October 14 the Board was informed that the audit cost the Association \$900. This caused quite an amount of dissatisfaction among the Board members and led to the resignation of the treasurer, Mr. Stan Jenkins. He was replaced in December 1980, by Mr. Gordon Ferguson, a chartered accountant in Slave Lake.

Once again the work of the coordinator became the focus of attention as it was intimated that he had not demanded a sufficiently high level of performance from the treasurer. At the same time, however, the Association was considering re-classifying the position of the coordinator from half to full time. The Board also granted the coordinator a 10% raise in salary at this October meeting, retroactive to September 1. This increase in pay was possibly influenced by the fact that Mr. Harrold appeared to be more organized than previously and was quite conscientious in preparing reports and agenda for the Board meetings.

The meeting also agreed to provide a grant of \$500.00 to the E.G. Wahlstrom Parent Committee. A 'Meet-The-Teacher Night' was scheduled for that school for October 21 and the Association agreed to participate and purchase coffee supplies. The Association was also committed to organizing a phoning committee for this meeting but, according to the vice-president, Denise Dupres, in an interview in May, 1981, the coordinator failed to get this set up.

The question of re-classification was brought forward again at the regular Board meeting of November 15, but was tabled to a special meeting on November 27. In preparation

for this second meeting, Mr. Harrold prepared a substantial document containing notes of conversations which he had with various members of organizations in Slave Lake which had interacted in one capacity or other with the Education North Association during the previous year and a half. Altogether the document contained notes on interviews with fifteen different people and also pointed out the reasons for the interviews:

1. The reason for documenting the conversation was to provide written proof to the Board for justification in re-classifying the co-ordinators part-time position to full-time.
2. Money from S.L.C.E.A. regular budget would have to be taken from programming to put into administration and would it be possible to secure program dollars to fill this gap.
3. Regardless of whether the job was re-classified as full-time or not, the project only has a three year life span and money for programming would have to be secured or committed well before the expiration deadline in order to continue.

This document was given to the Board members as a discussion paper for the November 27 meeting. The topic was dealt with at this meeting but again a decision was postponed, and the provincial coordinator, Dr. David Young was asked by the president and vice-president to provide a recommendation on the matter. Dr. Young advised that the proposed change would require an amendment to the agreement with the Minister. He also indicated that at the present time he would be unable to recommend to the Minister that such a change be made. He pointed out however, that 10% of a budget category could be transferred to a different category without amending the contract. On the basis of this information the Board decided not to proceed with the re-classification.

At the December Board meeting there was concern expressed over the fact that a large number of committees did not seem to be functioning. There were no reports from five of these committees and a restructuring of some of them was proposed. The coordinator was instructed to inform the teachers that changes had taken place in the committee structure of the Association.

The letter which the coordinator sent to the teachers on January 5 1981, indicated that there were presently eight committees "active or in a transitional stage." The committees which he listed were:

- 1) Newsletter Committee;
- 2) Lunch Time Fun Committee;
- 3) Parent Development Committee;
- 4) Parents as Tutors Committee;
- 5) Block Parents Committee;
- 6) Library use and Book Awareness Committee;
- 7) Schurter Newsletter Committee;
- 8) E.G. Wahlstrom Parent Committee.

The letter also listed the chairmen of each of these committees.

The regular January meeting of the Board was addressed by Bruce Thomas, who had recently resigned as chairman of the Lunch Time Fun committee. Mr. Thomas indicated that he had had a lot of difficulty in getting parents to assist with the program and there also appeared to be a lack of teacher interest. Since he had attempted to change the activity from straight fun to a programmed learning experience he noted that there had been a large drop off in the number of students participating. The Board thanked him for his work with the committee but no replacement was named.

The chairman of the Parents as Tutors Committee, Gloria Harrold, also handed in her resignation. The Board indicated that it would attempt to revive interest in this program by contacting parents through the school. Teachers would also be contacted to determine who among them would be prepared to use parents in their rooms.

Though the minutes of the December and January meetings do not indicate so, there was a growing concern among the Board members regarding the work of the coordinator. In an interview in May 1981 he himself admitted that following the Board's refusal to re-classify his

position to full-time the Board thought that he was slowing down. "I wasn't exactly working to rule; I did what I was asked to do." Indeed, Mr. Harrold, in a letter to Dr. Young, the provincial coordinator for Education North, written on January 27 1981, indicated that he intended to resign his position as coordinator at the end of June, 1981. However the Board was not prepared to let matters rest until then and the Evaluation Committee of the Board took it upon itself to assess his performance. This committee met with Mr. Harrold on the afternoon of February 3 to conduct a performance appraisal. Mr. Harrold left this meeting early and it was agreed to meet again on the afternoon of February 6. At this second meeting the chairman of the committee, Mrs. Dupres informed the coordinator that they intended to recommend to the Board that he be dismissed. In response to this information Mr. Harrold immediately wrote a letter of resignation, effective for the end of February. He circulated this letter widely in the community and an uproar ensued.

Bruce Thomas, who had been chairman of the Lunch-Time-Fun project, was also editor of the local newspaper, The Scope. He wrote an article stating that Mr. Harrold had been treated unfairly by the Association. He stated that the Education North project had failed to live up to its promise and that a major change was required. Mr. Harrold himself indicated that many of the problems arose because of the lack of clear direction from the Board. He felt that he was pulled in different directions by the different Board members. In the interview in May 1981 he indicated that the guidelines for his performance were "... very general and imprecise." In addition to this he felt "... they showed very little trust in me."

The major item of discussion at the Board meeting of February 10 was, not surprisingly, the resignation / dismissal of the coordinator. Dr. Young, the provincial coordinator for Education North, attended this meeting and noted that this matter "... must be laid to rest decisively and immediately. (Note: as it stands, this problem is distracting the Board from its key function - - directing the program of the Board.)" It was apparent to him after this meeting, and indeed for some time before, that there was a mismatch between the Board

and the coordinator which made it impossible for them to work together in a cooperative manner. He also noted that the Board had to have a serious look at its own purposes and at how it could best utilize the services of a coordinator.

In commenting on this interlude in the history of the Slave Lake Community Education Association, Ingram and McIntosh (1983a:107) state that "Apart from the unfavorable publicity which the incident generated and the diversion of energies away from the pursuit of the Association's objectives, there is no evidence that the Association suffered irreversible damage from the incident." Rather, the incident seemed to pull the Board members together, although it took them almost two months to find a replacement for Mr. Harrold.

Altogether the Slave Lake Association operated programs in nine different areas during the 1980-81 year. These areas included those listed by Mr. Harrold in his letter of January 5 to the teachers, and listed earlier in this chapter. Along with these eight areas there was the matter of the Resource Inventory. In these nine areas only the Newsletter and the Parent Development programs were considered really successful. Some modest success had been achieved with the Lunch Time Fun Committee. The Wahlstrom Parent's Association had only organized a single event, the Meet-The-Teachers Night, though the Association had provided this group with a substantial amount of funds. The Library Use and Book Appreciation group also organized a single event - a puppet workshop. Here too the Association had made a large amount of money available for the purchase of resource materials. The relationship between the Association and the Schurter Newsletter and the Block Parents Committee was purely financial. The Resource Inventory appeared to be shelved throughout the year and the matter of Parents-as-Tutors never really worked.

Nonetheless a new coordinator, Mrs. Mary Rice was appointed and began work in May 1981. Later that month the annual meeting was held with very little change in the officers of the Association.

During the 1981 - 82 year the Association expanded its programs but tended to

move in the direction of providing funding for activities of other education-related groups rather than managing these activities itself. Two of the activities formerly managed by the Association - the Parent Development Lecture Series and the Newsletter, both became a "funded" rather than "managed" activity and the Association continued to provide funds for the Newsletter group at Schurter School and also to the Library Use & Book Awareness Committee.

During the 1981-82 school year the Slave Lake Community Education Association took under its wing the North Central Association for the Disabled. Grants were provided to the schools in the community and a scholarship program was instituted at the Roland Michener High School.

Ingram and McIntosh (1983a:117) reported that at the end of this year the "Slave Lake Community Education Society is rated positively in both school and community for its work. . . ." They pointed out that this was due largely to two factors: " (a) the strong contribution made by the new coordinator, and (b) the positive new directions in the Society's programs."

Mrs. Rice brought a fresh perspective to her job as coordinator. She had had formal training in the area of pastoral theology and had worked as a volunteer counsellor in the corrections field. She was a grandmother, with grandchildren in each of the three Slave Lake schools.

A high priority was placed on home visitations by Mrs. Rice immediately on assuming office. In the summer of 1981 she, along with a young native woman, visited more than one hundred and fifty homes and discussed educational matters with the families. Most of these visits were to native homes and the reception which the two ladies received was said to be extremely warm. As a result of the close contact established with the native community, a committee was established within the Education North program to deal specifically with native concerns. But the group became a very closely-knit, active one and Mrs. Rice referred to it, in the spring of 1982, as "the working-arm of Education North."

Another area in which the Slave Lake Community Education Association appeared to

make progress was in establishing a good relationship with the schools. In April 1982 the coordinator undertook to phone the parents of children who were absent from E.G. Wahlstrom School. A small number of parents undertook to work with Mrs. Rice on this project. Between thirty and fifty calls were made daily and the school was extremely pleased with the results.

Interviews in spring 1982 with the principals of all three schools in the community indicated that support for the local association had grown considerably since Mrs. Rice had become coordinator. While there were still some reservations regarding the general efficiency of the Slave Lake Education North project, there were notably fewer negative feelings expressed than in previous years.

WABASCA-DESMARAIS

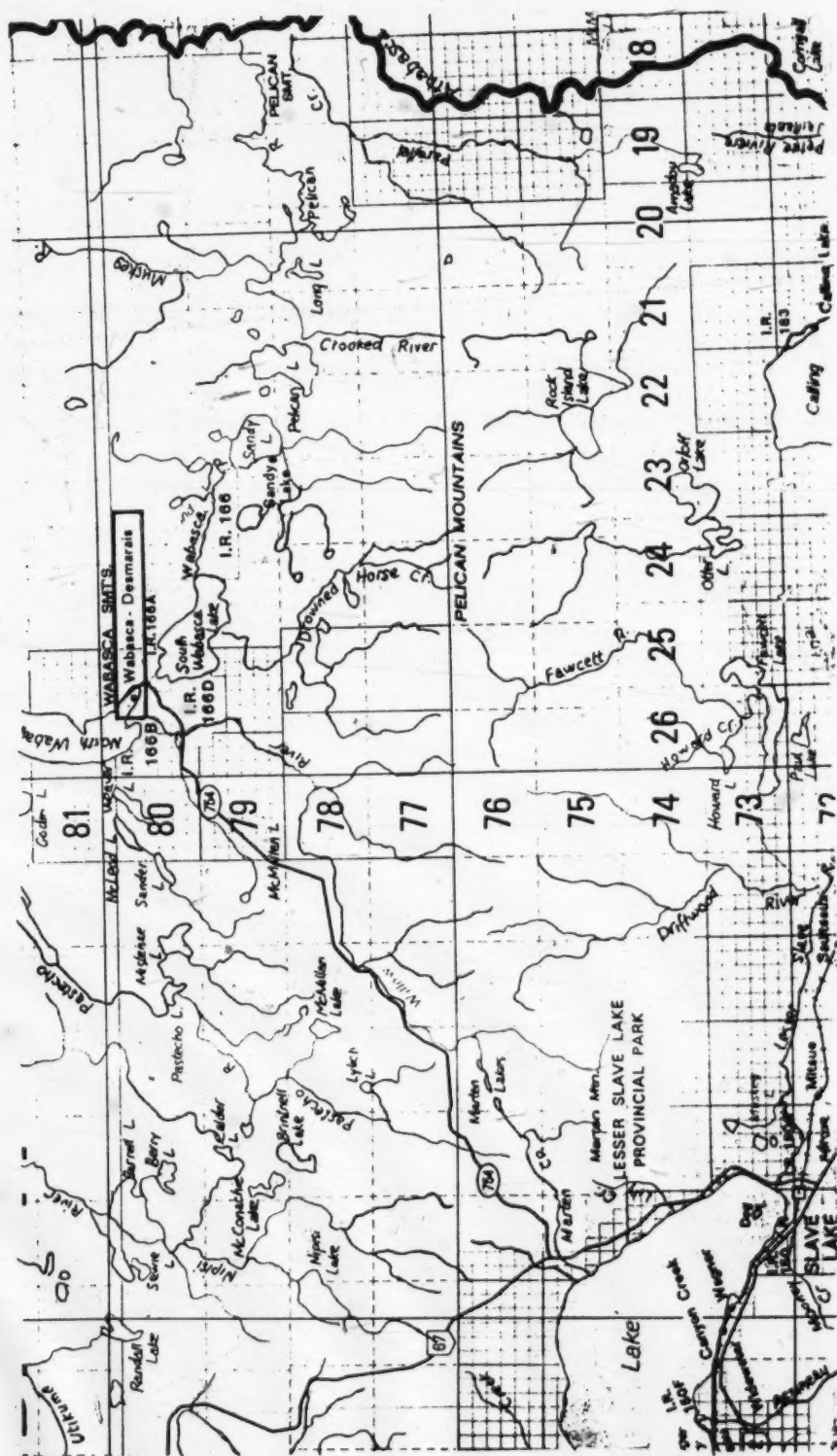
Background

The two hamlets of Wabasca-Desmarais are located approximately 400 kilometers north of Edmonton. They are usually considered a single community and the Bigstone Indian Reserves which are adjacent to these hamlets are also generally included in the term. Wabasca and Desmarais are located on the south-east and north-west corners of the North and South Wabasca lakes respectively. Slave Lake, which is about 150 kilometers to the south and west is the nearest large population centre. Figure 10 shows the location of Wabasca-Desmarais.

About one half of the total population of the area (1600) lives on the Bigstone Indian reserves. A very large portion of the population works only on a part-time basis at such activities as lumbering or fire-fighting. Only slightly over one hundred of the inhabitants appear to work on a full-time basis and this includes about 50 who are either teachers or aides in the two schools in the area. These schools, at Wabasca and at Desmarais, are operated by Northland School Division and provide education for over 600 students.

The Project

With the establishment of the Minister's Advisory Committee in late 1978 one of the appointees to the body was Mr. George D. Auger, a resident of the Wabasca-Desmarais area. In December of that year he reported to the community and indicated that if a proposal were forthcoming from the area it might be possible to obtain funds to carry out a project. In January 1979, support for the concept was received from the Bigstone Indian band and the local teachers, and it was decided to organize a planning committee made up of teachers, parents, students and representatives of the Bigstone Indian band and the service agencies in the community.



Scale: 1 cm. = 7.5 km.

Figure 10

The Communities of Wabasca-Desmarais

In the spring of 1979 the planning committee met on three separate occasions and while not able to formulate specific plans there was complete agreement on the lack of community involvement in education in Wabasca-Desmarais and it was felt that Education North could improve this situation.

Two events occurred in June 1979 which appeared to be the first attempts at giving the Wabasca-Desmarais group a clear direction to follow. The first of these was the appointment of Lorna Gladue as Community Development Facilitator through the Opportunity Corps. The Corps supervisor, Jerry Hunt, who had participated in the discussions regarding Education North, indicated that Ms. Gladue would be involved in obtaining information from community members as to how the Education North project might be implemented in Wabasca-Desmarais.

The second important event was the assignment of Janice Dean, the newly-appointed assistant coordinator for Education North, to work with Ms. Gladue and the Wabasca-Desmarais group in identifying needs and in preparing a project proposal.

A preliminary proposal was submitted to the Education North office by Ms. Gladue on July 3 and following a meeting with Ms. Dean and others on July 27 this proposal was amended and expanded. This meeting was attended by two parents and a teacher, in addition to Ms. Dean and Ms. Gladue.

Additional work was done on this revised proposal and a greatly expanded version was submitted by the project committee to The Minister's Advisory Committee for Education North on September 12. This proposal was considered by this committee at its meeting of October 1 and was given approval in principle. Mr. Kunjbehari, the Acting Coordinator for Education North, informed Mr. Beaver, the chairman of the Planning Committee, that the Education North staff would be willing to assist his group in modifying their proposal to include the recommendations of The Minister's Advisory Committee.

Meetings were scheduled first of all for November 9 and then for November 23. Both of these dates proved to be unsatisfactory, the first due to the burning down of the Mistassiniy

School at Desmarais, and the second because of the teachers being absent from the community at an in-service workshop in Edmonton. Finally, a meeting was held on Sunday November 25 to discuss the required changes to the proposal. The meeting was attended by Ms. Dean, who in her report on the meeting in the project file, expressed concern over the fact that with the exception of one teacher, each meeting seemed to be attended by different members of the community. She suggested that there was a need to call a general meeting to find out just what kind of community support there was for the project.

A meeting was called for January 24 1980 to elect a Board of Directors and arrange for incorporation under the Alberta Societies' Act. Ms. Dean again attended this meeting, as did Dr. David Young, the newly-appointed coordinator of Education North. There were only three others present, however, two teachers and a Public Health Nurse. The meeting was re-scheduled for February 3. The record of this meeting indicates that it was attended by twelve people and three officers and three Board members were elected. The minutes indicate that it was proposed to elect three additional Board members at the next meeting. Ms. Dean also attended this meeting and her record indicates that she again expressed her concern about the level of commitment to the project. Generally, she felt that there was a lot of confusion at the meeting as to what the purpose of the Education North project was.

The Education North files indicate that on February 8, immediately after this meeting, the incorporation process was completed and the Wabasca-Desmarais Education North Society came into being. Schedule A to the agreement between the Society and The Minister of Education, which was signed on March 14, indicated that the Society intended to function in eight different areas. These areas were:

- 1) Community Participation Within the Classroom;
- 2) Community Use of School;
- 3) Job / Career Counselling Program;
- 4) Newsletter;
- 5) Activity Chaperones;
- 6) Community Involvement in a Cultural Activities Program;
- 7) Community Resource Inventory;

8) Improved School Appearance.

In addition to these eight operational areas the Society stated that it intended to hire a Project Coordinator.

The first meeting of the Society following the signing of the agreement was held on April 14. The minutes of this meeting indicate that an operating advance of \$8,500.00 had been received by the Society. The question of filling the two positions on the Board of Directors, or executive as it was called, was discussed and it was reported that "the general feeling was" that one of these members should come from the community of Sandy Lake - - a small settlement to the south-east of Wabasca-Desmarais, with close ties to the Indian Reserves and to the two hamlets. There is no indication that any motion was made to this effect, however.

There was discussion on the matter of a project coordinator and it was decided, again apparently without a motion, that May 12 would be the deadline for the receipt of applications and that "... a three member hiring committee will be struck. Applications will be reviewed and selection completed by May 19. Resumes will be required." There was no indication as to who would serve on this committee. There were records, however, of two formal motions relating to this topic. The first was "that the President (Terry Lusty) draw up a press release about our project and place the job advertisements for the project coordinator's position." The second was "that the board empower the President to hire an interim Project Coordinator for a maximum of a four-week period. Both of these motions were carried. It was also decided at this meeting to hold a General Meeting on April 30.

At this meeting of April 30 the President reported that an interim program coordinator had been hired and would work until May 16. The minutes also report that "the job postings for the position was circulated among the group." The matter of membership of the Board of Directors again raised its head and Jim Sharpe, one of the teachers and the most consistent supporter of Education North in the community, indicated his intention to resign as he would be leaving the community at the end of June. This meant that there were now three vacancies

to be filled. It was moved and carried " that one board position be left vacant for a Sandy Lake person." Following an election which necessitated two ballots, Phillip Nanemahoo and Sharon Russel were elected as Directors.

The Wabasca-Desmarais Education North Society now had a full list of officers and Directors (with the exception of the Sandy Lake person) and an interim project coordinator. This meeting was attended by Janice Dean, the assistant coordinator for Education North, and her notes of the meeting indicate that the Society intended to write a letter to Northland School Division inviting a representative to attend their regular meetings. Ms. Dean also reported that a sub-committee was established at this meeting to look into the question of a Cree language program. This committee was to be spear-headed by the vice-president of the Society, Mr. Cheyenne Cardinal, and Phillip Nanemahoo, and would find out the interest of community members.

The next meeting was scheduled for May 26 but did not take place.

A project coordinator, Cecile Young, was hired by the Society and began work on June 17. Ms. Young had attended the April 30 meeting and had been defeated in the election for membership on the Board of Directors. She was Metis and was married to an Indian. She had been born in the area and had one youngster in school.

In an interview carried out by a member of the External Evaluation Team on June 23, less than a week after she had taken office, Ms. Young indicated that she "hadn't been able to get clear directions regarding the work of the Society." She indicated also that in her opinion "the relationship between school and community are not close." In the interview she indicated that "... no specific activities have been planned for the Wabasca-Desmarais Education North project." She felt that she would "have to explain personally to families what Education North is all about." She was quite optimistic that parents' interests would receive a voice through Education North.

An interview with Terry Lusty, the President or Chairman of the Society, conducted

on the same day, indicated that he felt that there might be a problem with maintaining continuity in the group involved with the project. He indicated that it had been difficult to get the executive together for meetings in the past and that they had also had difficulty getting suitable applicants for the position of coordinator.

The events of the Autumn of 1980 were to show how perceptive Mr. Lusty had been.

The coordinator, Cecile Young, with the editing assistance of Mabel Gladue, put out the first Wabasca-Desmarais Education North Newsletter in July 1980. This one page publication contained the names of the Society executive and also had information of local interest regarding summer employment. It also listed "Projects planned by the Education North Committee." These were:

- 1) Library - - to be open to the Public.
- 2) Handi Craft Centre.
- 3) Moose Hide Tanning.
- 4) Films on Indian culture have been ordered.
- 5) A pot luck supper to welcome new teachers into our community.

It was mentioned that it was hoped to "... put out a Newsletter every month, and if possible, every two weeks."

A letter from Dr. David Young, the coordinator of Education North, to Terry Lusty, on July 25 indicated that The Minister's Advisory Committee had reviewed the plans submitted by the Wabasca-Desmarais Society. The letter stated, in part:

The Minister's Committee accepted a total program budget figure of \$11,200.00 rather than accepting each sub-program's costs separately. Such a procedure allows your Society considerable flexibility within the program budget in the event that a sub-program should fail to operate, need expansion or if a new program needs to be created.

A meeting was held on September 3, 1980 which was attended by eight people in total. The minutes of the meeting indicate that a representative from Sandy Lake had not yet been selected. It was decided to arrange meetings with the school principals regarding the

Improved School Appearance sub-project. It was also decided to rotate general meetings between various community areas. It was indicated that the coordinator, Cecile Young, had prepared a list of resource people and had it on file. It was also reported that a Talent Show was planned for sometime in late October.

It was decided to hold a general meeting at St. Theresa's school on September 18 and to provide coffee and donuts.

Though not recorded as part of the discussion at the September 3 meeting, the Newsletter which was published after this meeting indicated that there were five vacancies on the committee -- one for Sandy Lake and four for Wabasca-Desmarais. While the Sandy Lake vacancy had been a long-standing one and had been mentioned frequently, the non-return to the community of the Vice-President, the Secretary-Treasurer and two Directors was unanticipated.

The Newsletter requested resource people to come forward and help with the various projects. It mentioned that Cecile Young would be visiting each family to discuss the project. In particular, there was mention of the fact that two of the sub-projects "... could commence any day." These were the Handicrafts project and the Improvement of School Appearance project.

It was necessary to cancel the meeting scheduled for September 18 as it was found to clash with a meeting of the PTA.

A meeting of the executive was held on September 23 which was attended by three executive members, the coordinator, two representatives of the Bigstone Indian Band Education Committee and three other community members. The minutes of this meeting, which were kept by one of the Bigstone Band Education Committee members, indicate that the craft lessons were already being held twice a week and that the drama teacher and the outdoor education teacher had also expressed an interest in working with the Education North project. It was also agreed that the President, Terry Lusty, would contact Maria Campbell to

see if she would speak at one of the meetings.

This meeting was also attended by Janice Dean, the assistant coordinator for Education North, and her notes of the meeting indicate that she suggested that the replacement board members be appointed if there was no response within the community. Her notes continue: "The President strongly disagreed and felt the Society should undertake public election to fill vacancies." Janice indicates that she then suggested that, in preparation for the election, a slate of candidates be compiled to ensure that those who were most interested would be considered.

A general meeting was set for October 6, and this meeting was again attended by Janice Dean. The general attendance was, however, very poor, and this resulted in appointments to the executive rather than elections. One board member position was filled, as was the position of Secretary-Treasurer, and it was decided that the President would look into the matter of getting a student representative from Mistassiniy school for the board.

The notes which Ms. Dean kept of the meeting indicate that there was some discussion of ideas which Cecile Young might incorporate in display rooms in Mistassiniy and St. Theresa's schools. She noted that her overall impression of the meeting was that it was very disorganized. There was a free-flowing, disjointed, discussion which did not deal "... specifically with the Education North issues at hand." She identified the main concerns in the community as relating to the following issues:

- a) Northland School Division is currently undertaking an evaluation of Mistassiniy School.
- b) The Bigstone Band is establishing an Education Authority Board to deal with the education concerns of the community.
- c) Confusion exists in the community as to distinguishing the role and function of the
 - (1) Education Division of the Bigstone Band,
 - (2) Counsellor aide hired by N.S.D. and Bigstone Band,
 - (3) Education Authority Board,
 - (4) Evaluation of Mistassiniy by N.S.D.

She noted that because of this confusion:

One of the first tasks of the Education North Society is to define its own role and objectives within the context of the community and make the community aware of the relationship (if any) between Education North and other education agencies within the community.

The next meeting was scheduled for Monday, November 3. This meeting was attended by both Janice Dean and Dr. David Young of the provincial office of Education North, and by a member of the External Evaluation Team from the University of Alberta. Dr. Young's notes of this meeting indicate that unfortunately the local society was only represented by the President, the coordinator, and one board member. It was decided to get all the board members together for a board meeting on the following Friday, November 7, at which time Dr. Young would talk to them regarding their purpose and function as a board.

Again, this meeting was cancelled due to poor attendance, though the notes in the Education North file indicate that the weather was particularly inclement. The meeting was re-scheduled for November 20.

This, the third proposed meeting of the month, was attended by three "recruits" and one board member, and was again, cancelled.

The notes of the Education North staff indicate clearly that they felt the situation to be quite critical.

The Education North staff recommend the following action to be taken with respect to the Wabasca-Desmarais Education North Society:

- a letter of warning be sent from The Minister's Advisory Committee to the Wabasca-Desmarais Education North Society.

The contents of the letter will state:

- The Society is not fulfilling the terms of its contract due to lack of participation at the Board level.
- The Society will be allowed to continue its efforts to establish a fully operative board until March 31, 1981.
- The Society will be expected to fulfill a portion of their contract by the end of the fiscal year by undertaking a number of the proposed activities as outlined in their contract.

The meeting of The Minister's Advisory Committee on November 24 considered the entire matter of the Wabasca-Desmarais Society and the recommendations from the Education

North staff. The minutes of this meeting contain two items which are of particular relevance to this matter. The first is a motion which was carried, and the second is, as stated, an instruction to the coordinator, Dr. Young,

... that the Coordinator of Education North Project contact the membership list from Wabasca-Desmarais outlining the crucial nature of their situation as a functioning group in Education North.

The coordinator was further instructed to indicate to the community that he and the Chairman of Education North are prepared to attend a meeting with members from the society and community if they so wished. If the society and other community members are not prepared to meet to put the project back on stream, the project will have to be dropped.

An executive meeting of the Wabasca-Desmarais Education North Society was held on December 4. The President and two board members attended, along with two community members who indicated a willingness to serve on the board. The meeting was also attended by Janice Dean.

The notes of the meeting indicate that the matter of the visit of Maria Campbell and Shannon Twofeathers to the community was confirmed, though actual dates for the visit were not finalized. There was some discussion too, regarding a sub-project to use resource people in the classroom and regarding the details of the cultural displays to be set up in the schools. It was decided to hold a meeting on December 15 to discuss the responsibilities of the coordinator and the matter of filling the vacancies on the board.

Unfortunately, this second meeting did not take place. It was reported by the coordinator that she was not informed that a meeting was planned and apparently the executive was expecting her to make the required arrangements. She was not present at the December 4 meeting and the expectations held for her regarding the later meeting, were, she reported, never conveyed to her.

As a consequence of this, the next meeting of the Society did not take place until the new year, on January 2. Again there was not a quorum of the executive present. This time the

meeting was attended by the President and three board members. Further planning was done on the Campbell / Twofeathers visit which was set for February 6. There was some discussion also of a paper which the Society was preparing on its goals and objectives. Ingram and McIntosh (1981:114) reported that

Observers present at this meeting could not help but note the overt conflict between the president and the coordinator. From the president's perspective, the coordinator was not working sufficiently hard. In turn, the coordinator asserted that she had been seeking direction and not getting it.

The visit of Maria Campbell and Shannon Two-Feathers to the community on February 6 was extremely successful. The public meeting in the evening was attended by about two hundred people and during the day the two artists spoke to and sang for the students at a school assembly.

At the March Board meeting it was decided to hold the 1981 Annual meeting on the 16th of that month. This date was the same as that chosen by the Bigstone Indian band to begin its march to Edmonton to publicize the needs of the community. As events turned out only seven people attended the Annual meeting, three of them teachers. The four community people present had not been previously involved with Education North and the coordinator was not present.

Janice Dean was present at this meeting and advised that it not proceed as an Annual meeting and also advised that no new date be set until an assessment of the overall position of the Society was made by the provincial Education North office.

Subsequent to this aborted meeting Dr. David Young, the provincial coordinator, requested Alberta Education to withhold the first cheque for the 1981-82 year which was payable to the Wabasca-Desmarais Society. He did indicate that one last attempt would be made to establish a viable Board and Society. However The Minister of Education pre-empted this move, and on April 24th he wrote to Mr. Lusty, the President of the Society, and terminated the agreement by which the Wabasca-Desmarais Society was a participant in the

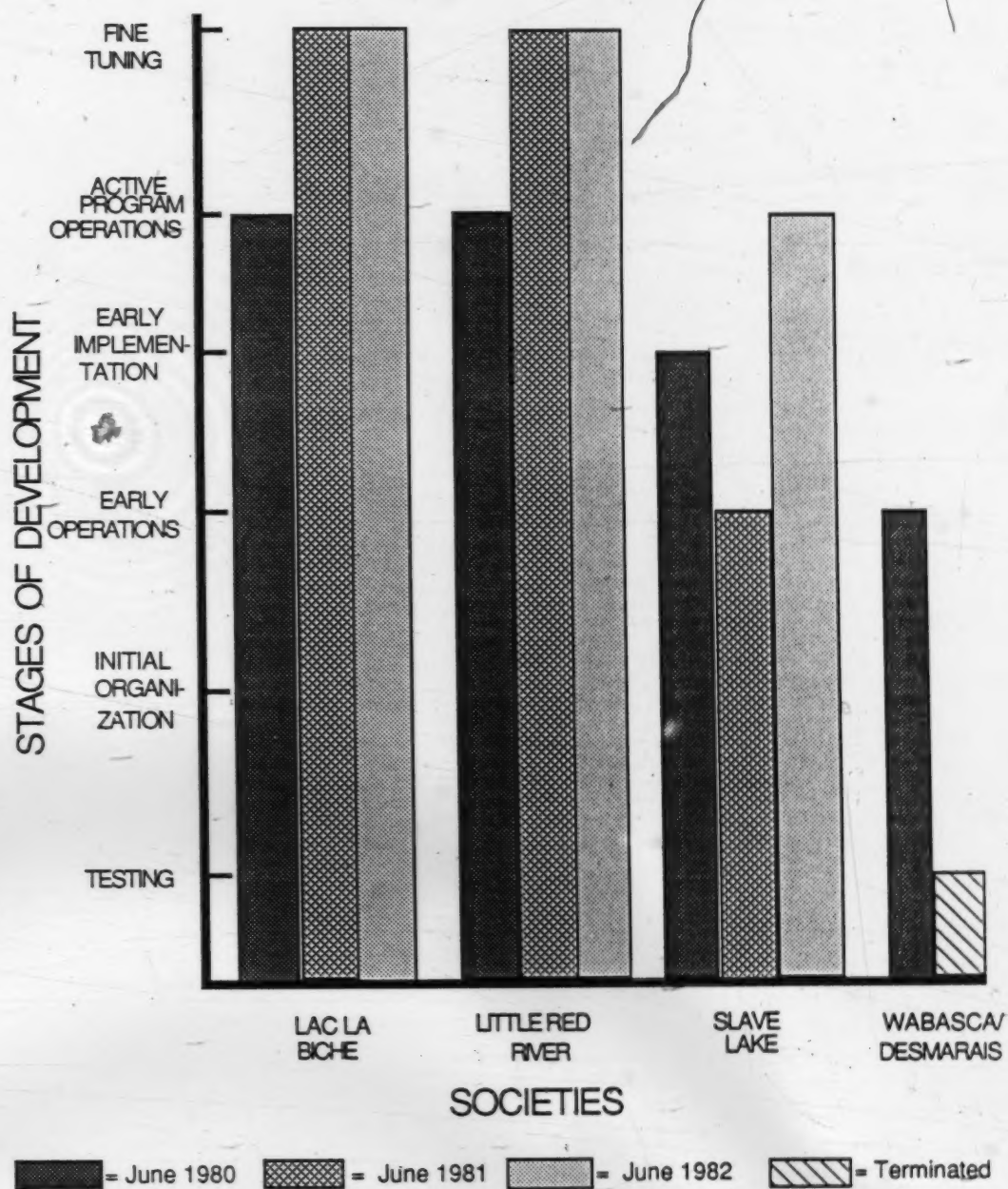
Education North Project.

This was, effectively, the death-blow to the Society though it took a number of months to completely wrap matters up and obtain the return of unused funds to the provincial government.

CHAPTER SUMMARY

In this chapter the four case studies of the selected change attempts in Education North were presented. The four cases recounted the events and activities in the three prototype projects identified by Ingram and McIntosh (1981:137). The Lac La Biche project was identified as having adopted the Funding Strategy, the Little Red River project was seen to have adopted what was termed a Project Strategy and the Slave Lake project was described as a Society Managed Strategy. The fourth case study in this chapter describes the one project, of the seven involved with Education North, which was terminated by The Minister of Education.

The case studies indicate that the four projects enjoyed varying degrees of success in their implementation efforts. Figure 11 portrays the levels to which each of the four projects progressed during each of the three project years, while Table 3 provides a definition of the terms used in each of the stages.



(Adapted from Ingram and McIntosh, 1983a:138).

Figure 11

The Annual Status of the Education North Societies

TABLE 3

Stages in the Development of Local Societies

Stage	Description
1. Testing phase	This includes the initial community meeting at which the Education North idea is presented, and may extend a step beyond if a group is established to test further the idea of the Education North program.
2. Initial organization	After gaining approval in principle for its program proposal, the community group proceeds to the election of officers, registration as a society, and writing a Schedule A.
3. Early operations	The board of the society appoints a coordinator, takes steps to establish program priorities, and begins the recruitment of community persons to implement its program.
4. Early implementation	At least one program of the society has been implemented. The organizational problems associated with active operations are being addressed and tentative solutions are being found.
5. Active program operations	A number of program activities are under way, not necessarily with the same degree of success. The organization is healthy but major problems such as succession of leadership must still be resolved. Program assessments, formal or informal, are under way and steps are being initiated to strengthen the less effective program elements.
6. Fine Tuning	Program activities have been evaluated and less effective activities have been upgraded or eliminated. There is general confidence regarding the competence of the society, both internal to the organization and external to it. Organizational problems, including leadership succession, have been handled successfully. The board begins its search for "new mandates."

(Ingram and McIntosh, 1983a:136)

CHAPTER V

ANALYSIS OF THE CASE STUDIES #1

The Elaborated Leadership Obstacle Course Model

The framework developed by Herriott and Gross was used initially to analyze each of the four selected case studies. They identified (1979:361) five sequential phases in the Elaborated Leadership Obstacle Course Model. These were:

1. Exploration;
2. Strategic Planning;
3. Initiation;
4. Attempted Implementation;
5. Incorporation / Rejection.

Using this framework developed by Herriott and Gross, each of the Case Studies was examined and analyzed.

LAC LA BICHE

The Lac La Biche Education North project was of an "umbrella" nature, with six different communities involved and each having its own parent committee in place. This meant that it was necessary to have effective leadership at two different levels at least, if the project components were to be carried through.

Exploration

Herriott and Gross describe this first phase as the period in which leaders in the group assist in the process of identifying major current problems and in identifying the range of possible solutions to these problems. During this phase also, these solutions would be examined as to their feasibility, and finally a specific solution(s) or innovation(s) would be decided upon.

The Education North project in Lac La Biche seemed to find itself in a state of uncertainty for a number of months following its introduction to the community in September of 1978. While the trustees of the School Division indicated their willingness to participate in the project and The Minister's Advisory Committee for Education North advised the superintendent of schools, Mr. Deutscher, that his initial, brief, proposal outline was "... endorsed as warranting further development," nobody seemed willing to take the initiative in developing a more detailed proposal. This may have been due to a reluctance on the part of community members to get involved in what they saw as an educational area. On the other hand, the educators were under the impression that they had been advised not to take an initiative in this project. In addition to this, their superintendent, who was a member of The Minister's Advisory Committee for Education North, had made it clear that the project was to be developed in the community and be community-based.

No clear leader emerged in The Planning Committee and Mr. Dumont met with a number of the members of this committee in early February, 1979. The emergence of Mr. Joseph de Cardinal as a driving force at this meeting was something of a surprise. Indeed it was Mr. de Cardinal who submitted a revised and expanded proposal to Mr. Dumont at the February meeting. The proposal had four components and suggested that the schools in the Lac La Biche School Division should offer lessons in the four languages spoken in the immediate area, Arabic, Cree, English and French. The proposal also suggested endeavors in Truancy Prevention, Cultural Workshops, and a Cultural Resource Museum. The proposal itself was

modified substantially in later months but it is significant in that it is the first attempt to identify problem areas to which the resources of the Education North project might be applied. It was a starting point. The vacuum to which Mr. Sloan had referred and which is mentioned in the case study, had been filled.

Though Mr. de Cardinal appears to have left the Lac La Biche area shortly after the February meeting with Mr. Dumont, leadership on the Planning Committee was taken over by Mr. Brian Chudy. At the meeting of April 9 there was extensive discussion. This meeting was attended by Mr. Dumont and he reported that there were representatives from Caslan, Kikino, Rich Lake and Lac La Biche itself at the meeting. It was evident that the residents of Caslan were hoping that the introduction of the Education North project into their community would be a source of some employment. It also became apparent that the matter of assigning priority to the various identified needs could be a matter of contention between the groups from the different communities. It was accepted, even at this early stage, that the project would incorporate all the schools in the Division and would, of necessity, be in place in the communities of Caslan, Lac La Biche, Plamondon, Rich Lake and Wandering River.

A revised project proposal was submitted by Mr. Chudy to Mr. Dumont following the April, 1979 meeting. This was presented to The Minister's Advisory Committee for Education North at its June meeting and received approval in principle. Mr. Dumont, in his letter to Mr. Chudy informing him of the approval, noted that:

The development of such an "umbrella" project plan to include the five communities in the region, while at the same time ensuring that the diverse opinion expressed and the needs identified by the people of various ethnic backgrounds from a number of centres, were brought together, prioritized, and translated into acceptable program initiatives was certainly a challenging assignment.

Mr. Dumont also pointed out that though the proposed project was quite unlike any other project being considered, it did, in fact, fit in quite well with what the developers of the

Education North model had in mind.

On receipt of this letter, Mr. Chudy, acting as chairman of the Planning Committee, initiated action to have the Lac La Biche group incorporated under the Societies Act.

Summary. Leadership, though slow to emerge, was helpful in focusing the activities of those interested in establishing the Education North project in the Lac La Biche region. Three individuals stand out as being responsible for providing this leadership, Mr. Deutscher, Mr. de Cardinal and Mr. Chudy. While the proposal which was approved in principle did not spell out in detail how the project would operate, it did identify the three "vehicles" which would be used to attain their purpose. These were, A Cultural Resource Centre, A Parent Involvement in the Classroom program and A Truancy Prevention program. All three of these strategies had been proposed in the initial proposal presented by Mr. de Cardinal. With this approval in principle the group was in a position to engage in some Strategic Planning for the implementation of its proposal at the community level.

Strategic Planning

During this phase of an innovation the leaders are expected to engage in tasks associated with the identification of obstacles and facilitators which could affect the implementation effort. They are also expected to take the initiative in ensuring that adequate attention is paid to political considerations and that adequate financial resources are available for the project.

In some respects the leaders in the Lac La Biche project group could be said to have engaged in strategic planning prior to the initial approval of their proposal. For example the very concept of an "umbrella- type" project was arrived at following consideration of the political realities of the School Division and the region surrounding Lac La Biche, and is an indication of

an attempt on the group's part to devise an acceptable strategy to cope with these realities.

It appears, however, that the major planning thrust was not initiated until after the approval in principle had been received. This point in the group's history clearly marks a change in emphasis and as such is used to identify the beginning of the Strategic Planning phase of the analysis using the ELOC model.

In his letter of June 8, 1979 to Mr. Chudy, informing him that conditional approval had been granted for the Lac La Biche project, Mr. Dumont indicated that The Minister's Advisory Committee had requested The Minister of Education to make \$60,000 available to the group for operational expenses for its first year of operation (April 1, 1979 to March 31, 1980). Mr. Chudy immediately set about having the group incorporated but also moved in the direction of obtaining additional public input to assist in refining the project proposal. To this end public meetings were held on July 4, July 23 and August 23.

It was decided that, while the matter of incorporation appeared to be in hand, the group should advertise for a coordinator. It was felt that the services of such a person would be required to assume a leadership position in the organization and to integrate and coordinate the activities of the five sub-groups in the project.

It was also decided that parent committees should be established in each of the five communities to assist in organizing the project locally.

While financial resources did not appear to be a problem in a general sense, the Lac La Biche group encountered difficulties in gaining access to those funds which had been designated for their use. A new Acting Coordinator for Education North, Mr. Lalta Kunjbehari, had taken over from Mr. Dumont in the Fall of 1979 and he provided assistance to Mr. Chudy in completing the requirements for gaining final proposal acceptance. This was necessary before funds would be made available to the group. It was also necessary to prepare a detailed budget and to indicate how the project was intended to work in each of the different communities. This task was accomplished by Mr. Chudy and Mr. Kunjbehari at a two day meeting on October 18

and 19. Earlier that month The Lac La Biche and Region Education North Society had received its certificate of incorporation. In November of that year the Society hired Mr. Phil Coutney as coordinator.

Summary. The Strategic Planning phase of what came to be The Lac La Biche and Region Education North Society saw the major leadership tasks undertaken by Mr. Brian Chudy, the President of the Society. Plans were set in place to have parent committees develop program details in each of the five communities and arrangements were made to obtain access to the money which had been allocated to the project.

Initiation

With the appointment of a full-time coordinator in November 1979 The Lac La Biche and Region Education North Society entered the third phase of the ELOC model, that which Herriott and Gross refer to as Initiation. During this phase those in positions of leadership are expected to take the necessary steps to ensure that the project gets under way. This can take the form of motivating those involved, ensuring that the technical and interpersonal expertise required for the project is available and ensuring that conflicts which arise within the group are resolved satisfactorily.

Mr. Coutney, and before him, Mr. Chudy, were successful in arousing interest and motivation among a reasonably large number of parents. Mr. Chudy placed advertisements in The Lac La Biche Post, the local newspaper, urging people to attend the planning meetings - and with success. Following his appointment as coordinator, Mr. Coutney immediately began working with people whom he knew in each of the local communities, and in the case of Caslan and Rich Lake, he worked with Parent Associations which had been in existence for some time. His efforts at arousing interest were rewarded, in that a group of parents from the Kikino Metis Settlement Association also sought permission, in early January 1980, to become

involved in the Education North project though there was no school in that community. This request was acceded to. As early as January 9, less than two months after he had assumed his duties, Mr. Coutney received a request from a group of parents in Wandering River for funding for dance classes, spinning and weaving lessons and a program which would involve a parent in teaching music in the school. By the end of the same month projects had been started in Rich Lake and Kikino and in early February, art classes got under way in Lac La Biche and a puppet workshop was held in Plamondon. Caslan was the only community group which was not conducting project - related activities by mid February.

In all cases there were local people with the expertise required to carry out the instruction in the projects in the local communities, where such instruction was required. From an administrative and organizational perspective, Mr. Coutney sought and obtained assistance from Dr. David Young, who had replaced Mr. Kunjbehari as provincial coordinator for Education North in January 1980. The entire operation of the Lac La Biche Society was streamlined. Dates for Board meetings were regularized, and routines were established for presenting reports. Criteria were put in place for assessing proposal requests, and forms were drawn up to facilitate the filing of requests, by local parent groups, to the Society. Budgetary procedures were simplified and a "revolving loan" was arranged with a local bank. A decision was made by the Board of Directors that each local parents' committee would be eligible to receive the same amount of financial support from the central Society. Consideration was given to ensuring that all local communities would be properly represented on the Board of Directors. Considerable attention was paid to detail in deciding these matters. Directors were allowed mileage for travel to and from Board meetings, and babysitting expenses were provided when this service was required. The rates for these services were set (and amended when necessary) in accordance with other agencies and institutions in the Lac La Biche area. The attention given to these matters at this stage of the project meant that comparatively few problems of an "emergent" nature arose in the later stages of the project. It may also have

contributed to what was a consistently good attendance at meetings of the Board of Directors during the final two and a half years of the project.

Summary. During the Initiation phase the leaders in the Lac La Biche and Region Education North Society succeeded in setting projects in place in all but one of the project communities. The most notable individual in this phase of the operation was the coordinator, Mr. Phil Coutney. Furthermore, the Board of Directors of the Society and the members of the local parents' committees appeared to react in a very supportive manner to his initiatives.

Attempted Implementation

Herriott and Gross indicate that leadership in this phase is assessed by an examination of the manner in which previously identified and emergent problems are dealt with.

In many respects this was a comparatively uneventful phase in the existence of the Lac La Biche Society. It would appear that this could be attributed to two facts. First, misunderstandings were minimal as a result of the procedures which had been put in place in the early months of 1980. A clear example of this can be found in the proceedings of the meeting of the Board of Directors on October 13, 1981. At this meeting the Directors considered fourteen requests for funding from five different communities. All proposals were presented in the same format, and the criteria used in assessing the proposals were clear and were known in advance to the parents' groups. All fourteen requests were approved and in only one case was a condition added to the proposal. Changes in Board membership were made minimally traumatic to the Association as a result of the organizational arrangements which had been set in place, and any problems associated with delays in receipt of necessary funds were offset by the line of credit which was available to the Society. The second fact worth noting is that the coordinator, Mr. Coutney, was very effective in his dealings with people in all the project communities. His relationship with those involved with the local projects may

have prevented problems from arising but he was seen, by those involved in all aspects of the project, to be well-liked, and extremely skilled interpersonally and politically. This fact was attested to in interviews between the External Evaluation Team members and representatives of the local societies and also with school administrators.

Summary. Because of the attention to detail in earlier phases, and because of the abilities of the coordinator, the major task during this phase could be described as keeping the project on track. Ingram and McIntosh (1983:138) in their Final Report on the evaluation of Education North, indicate that in their opinion the Lac La Biche and Region Education North Society had operated at the "Fine Tuning" stage during its last two years of operation. They described this stage as follows:

Program activities have been evaluated and less effective activities have been upgraded or eliminated. There is general confidence regarding the competence of the society, both internal to the organization and external to it. Organizational problems, including leadership succession, have been handled successfully. The Board begins its search for new mandates.

Incorporation / Rejection

During this phase, Herriott and Gross point out, the task of the leader is to ensure that the innovation remains a viable part of the on-going activity of the community or of the school. This involves monitoring on the part of the leader(s) to ensure that the activity is felt to be valuable by those most intimately involved with it.

Many of the activities of the Lac La Biche and District Education North Association were described by Mr. Deutscher, the Superintendent of Schools, as emphasising process. He stated that "... the emphasis is not on the materials produced - - you're buying a process with the Education North dollars." In so far as people's attitudes were changed during their period of involvement with the Education North it would appear that the project attained its

objectives.

Monitoring of local projects continued throughout the life of the Education North project. Assistance and support was provided consistently to the local sub-groups from the central project office in Lac La Biche. The "umbrella" concept was adhered to throughout the life of the Society and the number of activities in each community which came under this "Umbrella" increased every year. In the final year of the Lac La Biche and District Education North Society it provided funds for twenty - two different programs in the six project communities.

It is not possible to determine the extent to which the apparent success of the Lac La Biche and Region Education North Society resulted from the availability of financial resources as opposed to the availability of the human and organizational resources. It is clear that the Society had succeeded in establishing and maintaining an interest in the project in the six communities, over its two and a half years of operation. It had set in place an effective, supportive, organization which had obtained the increased support of teachers, parents, and school system during its operation. Ingram and McIntosh (1983:83) pointed out that by the third year of the project there were large numbers of teachers, parents and students involved in cooperative projects in all schools and in all communities. In some schools, indeed, all students were involved and in some communities a majority of all the adults were also involved. They pointed out that during the life of the project "... the level of support has increased from cautious neutrality to enthusiastic and active support." They also indicated, however, that in their view it would be necessary to have continued financial support from provincial sources if the project were to continue.

Summary. It would appear that in the Lac La Biche and Region North Society every possible step had been taken to ensure that the local projects would become a viable part of community and school activities. In particular, the processes which were put in place by the

coordinator and the Board of Directors obliged the residents in each local community to become involved in developing a proposal for each project; in presenting this proposal for approval, and in implementing the project once it had been funded by the Board of Directors.

Conclusion

After what appeared to be an ominous start, the Lac La Biche and Region Education North Society would seem to have received the type of leadership required to enable it to successfully accomplish the tasks for which it was created. There was hesitance on the part of teachers to get involved with the project initially, as it was emphasised to them that the project was to be community based. The community, however, did not readily produce an individual prepared to suggest a means whereby the Education North ideas could be implemented in the Lac La Biche region. While initially introduced to the community by Mr. Lloyd Deutscher, the Superintendent of the Lac La Biche School Division, the first substantive proposal was presented to the provincial coordinator, Mr. Fred Dumont, by Mr. Joseph de Cardinal, a well-educated, enthusiastic and articulate member of the Metis community, living, at the time, and only briefly, in the area. While this proposal was subsequently modified and expanded, the basic components whereby the project would be implemented in the region remained essentially unaltered.

The single, most distinguishing feature of the organizational framework which was eventually adopted was that of the central society engaging in the role of a funding and coordinating agency. Working in this way, the Society considered applications from the six committees of parents in the project communities and approved them for funding subject to their complying with specified criteria. All six communities were allotted an equal amount of funding each year, and each parents' committee had equal representation on the Board of Directors of the Society. The locally-appointed coordinator, Mr. Phil Coutney, worked successfully with the parents' committees, and motivated them sufficiently and consistently.

Leader behaviour was most obviously of considerable benefit to the Society in the matter of establishing organizational structures and procedures. This general task area was addressed very quickly following Mr. Coutney's appointment as coordinator and the procedures and structure which were set in place were shown to be facilitative to the efficient implementation of the project in the local communities during the remaining years of the project.

LITTLE RED RIVER

The then Superintendent of Northland School Division, Mr. Donald Weaver, appears to have been the single, most prominent person exercising leadership in the early days of the Little Red River Education North Project. It was he who grasped at the suggestion, put forward by Mr. Dumont, the provincial coordinator for Education North, and who presented the proposal to the trustees of the school division. While he remained the dominant figure in the project for less than a year, when he stepped back, he had ensured that the direction which he had set would be followed, by arranging for the appointment of Mr. Ian Sewall as coordinator for the project. He made it possible for the Society or planning group to function in its early days by permitting teachers and administrators to be absent from school and by providing a line of credit to the group from school division monies.

The individuals who assumed executive positions in the group and later in the Little Red River Education North Project Society were mainly teachers or the spouses of teachers.

Exploration

This phase was dealt with promptly though precisely in the Little Red River context. It seems that the Education North Project and the funds that it could bring to the schools and communities in the Little Red River area, were immediately seen as a possible means of addressing a very specific problem which Northland School Division had been attempting to deal with for some time. The problem in question was one of developing and providing a series of readers for the early grades which would have relevance for Native children in Northern Alberta. The existence of this problem had been recognized for some time, and one of the Northland teachers, Sr. Bernadette Gautreau, had put a lot of effort and time into attempting to modify the readers which were in use in the Division, in an attempt to rectify the problem.

In terms of the suggested tasks which Herriott and Gross identify as pertinent in the exploration phase, it would appear that most of them did not arise. It seems, rather, that the Education North Project was immediately seized upon by Mr. Weaver and the teachers and administrators in the Little Red River schools as being a possible source of necessary funds to enable them to carry out a specific task which they had wanted to do for some time. There was no need to establish priorities among identified problems or attempt to select among possible solutions to the identified problems. In early October, 1978, at the very first meeting which Mr. Weaver had with the teachers in these communities regarding Education North, he proposed to them that the Education North monies could be used to help them develop their reading materials for the primary grades. There is no evidence that consideration was given to alternative problems in those schools, or to alternative types of projects in which the communities and schools might be interested and which would satisfy the criteria laid down by The Minister's Advisory Committee.

The speed with which the Little Red River group proceeded through the Exploration phase reflects this clarity of focus and purpose. While the whole matter of possible participation in Education North was not introduced to the teachers until October 1978, events moved so rapidly that the Northland School Division Board of Trustees passed a motion on the 27th. of that month agreeing in principle to participate, and this information, along with an outline proposal for the project was made available to the provincial coordinator, Mr. Fred Dumont, in early November. Essentially, the Little Red River group had already worked through the Exploration phase of the Herriott and Gross sequence and moved into the Strategic Planning phase. It is interesting to note, and this was a source of some unease to some members of The Minister's Advisory Committee for Education North, that the major decisions during this phase appeared to all have been made by people living outside the Little Red River communities - - by Mr. Weaver in his office in Peace River and the board of trustees of Northland School Division, in that same town.

Summary. The group which considered involving the Little Red River communities in the Education North project had a specific innovation in mind prior to their very first meeting. The Project, and the funds which would be available through it, were both vehicles, which Northland School Division and its teachers in John D'or, Fox Lake and Garden River realized could assist them in arriving at a solution to a specific problem, the existence of which they had been aware of for some years.

Strategic Planning

Once an innovation or a solution to a problem has been decided upon, the next step is to engage in Strategic Planning, according to the phases of the ELOC model. During this phase the leaders in the group or the organization are required to identify forces or factors which may assist or hinder them in their efforts. They are also expected to provide leadership in devising strategies to minimize the perceived negative forces and to maximize the positive ones.

The events of the months after October 1978, when the Education North Project was first introduced formally to Mr. Weaver, indicate a clear exercise of leadership on his part as he assisted the project group in developing strategies which would ensure that their project proposal would be accepted at the provincial level. His recognition of the resources available within the school system in the area of curriculum development, notably Sr. Bernadette Gautreau, and his encouragement of local school people to involve local, Native residents in the project, were crucial to the ultimate acceptance of the proposal.

Mr. Weaver also provided other types of assistance to the group throughout the early, developmental, stages of the project, by granting time off for teachers to attend meetings, and permitting the use of school buildings and resources. The Division also absorbed some of

the initial expenses involved with the project. Expenses for meetings and the transportation of teachers and community members between the three communities were all paid initially by the School Division. By the Spring of 1979 over one thousand dollars had been spent on the project and caused Mr. Weaver to make a formal request to the provincial coordinator for "front end money for the project."

As Superintendent of Schools, Mr. Weaver had a friendly relationship with both the coordinator of Education North, Mr. Fred Dumont, and with Dr. Harry Sherk, the Chairman of The Minister's Advisory Committee for Education North, and this enabled him to deal informally with these key individuals in ensuring that the Little Red River proposal was properly modified to ensure acceptance.

It would appear that during this phase, the project group, led by Mr. Weaver, came to realize the importance of developing procedures to involve the non-educators in the three communities in the project. While it is not apparent that this feature of Education North was fully realized in 1978 by the Little Red River group, it was abundantly clear and accepted by the summer of 1979. This is an indication of the political reality which became clearer as the proposal was refined. It was part of the reality which the group had to consider and build into their specific curriculum development plans.

Summary. While an examination of the efforts of the Little Red River Education North group during this phase indicates that a substantial amount of effort was expended in having the project proposal accepted, the very fact that it was accepted demonstrates the success of the leadership provided to, and in, the group. Primarily, this leadership continued to be provided by Mr. Weaver, though the principals and teachers in each community were obviously successful in obtaining the support of a large number of community residents for their proposal.

Initiation

During this third phase of the ELOC model, the leaders are expected to provide direction in overcoming the obstacles which were identified during the previous phase.

Possible areas where the leaders might be expected to have to operate during this phase were motivation, technical knowledge, interpersonal skills, organizational arrangements, conflicts within the community or between the school and the community.

It would appear that attention was paid to these areas by the leaders in the Little Red River group. Perhaps the most crucial decision in the life of the project was the decision to appoint Mr. Ian Sewall as coordinator. It seems that this was proposed by Mr. Weaver and it is certain that he and Northland School Division facilitated matters by retaining Mr. Sewall on the School Division staff and billing the Little Red River society for his services. In retrospect, it is possible to identify this decision as of immense importance in the project. Mr. Sewall recognised the need to involve the community members in the project and made it clear at the first meeting he attended following his appointment, on September 7 1979, that he intended to involve the local people. It is clear that he succeeded in involving and motivating them to work on the project and in his December newsletter he was able to name the three collectors of stories he had in the communities. By then they had collected about twenty stories and he also listed those from whom stories had been collected. In an attempt to motivate people to provide stories it was decided to have a draw for \$100 every two months, with those who had provided stories being eligible. The Society also sponsored a student writing contest in the three schools in the early months of 1980. This newsletter also mentioned the fact that the project now required people to translate the stories, which had already been collected, into English.

When it was considered necessary to obtain technical expertise the Society indicated no reluctance to go and get it. An example of this is in the matter of Incorporation. The letter

indicating that approval in principle had been granted for the project wasn't written until June 11 1979. This letter also advised the Little Red River group to "... take immediate steps to incorporate as a Society." The group, through Mr. Weaver, did this, and on July 26, Mr. Dumont, the provincial coordinator was notified by a firm of barristers in Peace River that the Application and By-Laws of The Little Red River Education North Project Society had been completed and forwarded for signature. This rapid train of events was probably facilitated again by the fact that Northland School Division, in the person of its superintendent, was the driving-force.

Mr. Sewall felt that technical expertise was required in the matter of the development of the readers and contacted the Hobbema Indian Band in Central Alberta, where a similar collection of stories had been made. He arranged for a group from this Band to visit the Little Red River area but their visit had to be cancelled because of bad weather. Much technical assistance regarding content of the readers was received from educators and other Native groups working in the area of curriculum, such as The Saskatchewan Indian Cultural College. By Spring of 1980 assistance had been obtained from printers and publishers regarding possible format and costs of the readers. At this time too, acting on the advice of Dr. Harry Sherk, Mr. Sewall sought and obtained financial assistance for publication of the Readers from The Alberta Cultural Heritage Foundation. He also obtained considerable technical advice regarding production of the readers from Mr. Sam Donaghey, Chairman of the Grants Committee and Treasurer of the Foundation, who actually visited the communities.

Summary. The Initiation phase of the Little Red River Education North Project was one which the Society or local group appeared to deal with satisfactorily. Leaders in the group managed to motivate the community members to participate in the project and where technical expertise was required there appeared to be no hesitation in obtaining it.

Attempted Implementation

There is one sense in which it is difficult to relate this phase or the Incorporation / Rejection phase with the Little Red River project. This is because of the fact that the project was focused on creating a specific end product - a set of readers for grade two. The project did not deal with any attempt to implement these readers in the schools in the Little Red River area. From this perspective it could be possible that the project would succeed even if the readers were never used ! From a different perspective, however, it was necessary to implement certain strategies in order to bring the readers into existence, to attain the goal of the project, and in this context a number of problem areas emerged and it is worth examining how these obstacles were dealt with in the Society.

One notable problem which emerged had to do with the method whereby the Society was given its money through Alberta Education. The method was unsatisfactory in that it essentially involved payment by the government following expenditure by the Society. This process assumed that all forms and receipts would be properly completed and itemized, which unfortunately was not always the case. Any questioning of expenditures or requests for clarification resulted in delays to the Society and to its creditors and these delays were sometimes quite lengthy.

Following a submission by the Society to The Minister's Advisory Committee in May 1980 the payment procedures were amended to allow the Society to pay off its debts and meet future payments more promptly.

The Society also managed to convince The Minister's Advisory Committee that a joint copyright agreement should apply to the materials which the Society would produce.

The Society also faced a problem with the manner in which the External Evaluation Team proposed to conduct its affairs. Mr. Sewall and other members of the Society managed to convince the Evaluation Team of the concerns they had regarding the fragile nature of the trusting relationship they had built up with the community residents, and advocated a more

personal, intense, though apparently informal, method of obtaining information about the project. While not influencing the data-gathering in any way, he and other Society members provided assistance to the Evaluation Team which ensured that community members were in no way upset or antagonized by the process. The Evaluation Team modified their data gathering procedures, not just in the Little Red River Project, but for all seven projects.

Summary. This section of the analysis indicates that the Society leaders were forceful and successful in dealing with the problems of an emergent nature that arose in the Little Red River project.

Incorporation / Rejection

It has been mentioned that, in a sense, the Little Red River Education North Project Society was not concerned with the actual incorporation of its product, but rather was concerned only with ensuring that the readers were produced. The questions which Herriott and Gross suggest have to be dealt with in this phase, however, have to do with the steps which the leaders in the Society should take in order to ensure that their product is viable, and consequently, is worthy of incorporation into the school system. Specifically, in the Little Red River context, one should ask what steps did the Society leaders take to ensure that the readers they produced were relevant and viable in the area.

It can be seen that the relevance of the readers to the children of the area was the primary motivation for the project in the first case. This concern continued to be the criterion on which acceptability of stories for the readers was based. Care was taken to involve educators with experience in Native schools in Northern Alberta in the selection of basal words for each reader and in the final writing of each story. The matter of local relevance was a consideration too, in the decision to use local artists for the readers and for the accompanying posters. It was

felt that the children would be able to relate more closely to stories which had been contributed to the reader and which were authored and illustrated by people whom they knew.

The question of what to do with those stories which were collected but which could not be satisfactorily adapted for inclusion in the readers was handled adroitly and sensitively by the decision to also publish the book of legends, *Kayas*. This endeavor increased the likelihood of those objectives of the project which were referred to in the proposal as "process products," and which are listed on p.60 of this study, being attained.

The entire matter of copyright was presented to The Minister's Advisory Committee, not primarily as a possible source of financial gain, but rather as a means of ensuring and enhancing the feeling of ownership among the community members, in the final product.

The physical attractiveness of the readers was a matter which was given constant attention and one on which much expert advice was sought. The Society was committed to producing readers of which the community members would be proud. In terms of costs, the Society leaders sought and obtained a considerable amount of advice and acted eventually in what they considered to be a well-informed manner.

Summary. It is evident that the Society leaders, and in particular the coordinator, Mr. Ian Sewall, were conscious at all times of the need to produce a series of readers which would be acceptable to the School Division and which would meet the particular needs of the school children in the three communities. Attention was paid to the visual quality of the readers as well as to the content, and care was taken to ensure that the people of the Little Red River communities realized that the Readers and the accompanying materials belonged to them. This was all done in a context of ensuring the best value for the money spent, and much professional advice was obtained in an effort to ensure the acceptability of the finished product.

Conclusion

The people involved with the Little Red River Education North project were able to find a clear, single, focus for their efforts at the very beginning of their activities. This appears to have contributed, in great measure, to the success of the project, and to the apparent effectiveness of the actions taken and direction demonstrated by those in positions of leadership in the project. It is clear that there were people involved with the project from its very beginning who were prepared to assume a leadership role. The singularity of their purpose, allied to the expertise in leadership which became apparent in the project group, would appear to have greatly increased the chances of the project being successful. What could be termed appropriate leader behaviour was apparent in all five phases of the project, though the final two phases assume a specific orientation in the context of The Little Red River project. The Society and the project were aimed specifically at producing a reader which would contain stories which were congruent with the experiences of the youngsters of the area. While there was an obvious concern that the Readers should be of sufficiently high quality that Northland School Division would find them acceptable for their program, the process of introducing the readers into the schools was not the concern of the Society.

SLAVE LAKE

An examination of the Slave Lake case study indicates that in the early stages of the project, the leadership function was carried out by the Superintendent of the High Prairie School Division, Mr. Rene Anctil, and his Assistant Superintendent, Mr. Dan Vandermeulen. The role taken by Mr. Dumont, the provincial coordinator for Education North, was clearly that of a provider of information who appears to have never become actively involved with the project in Slave Lake. The School Division officials quickly received the support of the officers of the School Community Liaison Committee and it was this small group which provided the leadership necessary to get the project under way.

While officers of the Slave Lake Community Education Association continued to provide leadership throughout the life of the project, they were joined and assisted in this function by the two coordinators who worked for the Association, and, to a much lesser degree, by the principals of the three schools in the community. The Association's officers and coordinators all changed throughout the three year life of the project, though all three school principals remained the same.

Exploration

Herriott and Gross (1979:360) point out that during this phase the task of the leader(s) is to ensure that the major problem areas are identified and that innovative and appropriate strategies to alleviate these problems are selected.

It would appear that in Slave Lake problems which had been identified in the early 1970's were considered to be still present in 1975, namely the lack of parental support for the schools and the feeling among many parents that they did not have anything to offer to the schools. While the School Community Liaison Committee, which was established in 1971, addressed these problems and attempted to improve the situation, Education North was

apparently seen as a means of providing funds for the continuation of these same endeavors which would eventually allow the school and community to work more closely together. This goal of greater community involvement in the school was the primary objective of the provincial Education North project. It was also the reason for the existence of the School Community Liaison Committee in Slave Lake.

Possibly as a result of this apparent agreement or congruence, no systematic examination of problems within the school community was undertaken. No priorities were assigned to any specific Community Education Association plans. There does not appear to be any evidence that the "political" situation was a key factor if and when a range of possible solutions was considered. Indeed there is no evidence indicating that a range of possible solutions was considered, nor is this surprising, as specific problem areas were not identified. The fact that the local "political" aspects were not given sufficient weight may, however, be at the basis of a number of difficulties which the Society encountered. For example a number of projects adopted by the Society were never welcomed in the schools or the schools indicated that they were already active in the particular area which the project proposed to address.

The question of identifying resources, inside and outside the community, which would assist in implementing the Society's programs was a task which never appears to have been completed. Both of the coordinators of the Slave Lake Education Society worked at developing an inventory of resource people who could be of assistance to teachers in the schools. This was not the same task as identifying particular resources to assist in implementing a particular aspect of the Society's program, for example the volunteers in the classroom project.

The final component of the Exploration phase identified by Herriot and Gross has to do with whether or not those involved in the leadership of the organization or society assisted in the identification of the most promising solution to the identified problem. There is no evidence that members of the Slave Lake Education Society clearly identified a specific

problem to be remedied or goal to be accomplished except in the most general sense of involving the community in the schools. Consequently there is no evidence of the society focussing on a preferred solution or more acceptable direction.

Summary It would appear that in practice, the Slave Lake Education Society bypassed the Exploration phase. No clear goal was set for the Society nor was any specific line of action proposed as a means of involving the community in the schools.

Strategic Planning

Herriott and Gross divide this phase into five discrete though related action areas. Three of these relate to the identification of potential obstacles and facilitators to the implementation of the innovation, and the development of a realistic strategy taking these factors into account. The remaining two areas relate to the action of the leader in obtaining the necessary financial resources and in identifying the political considerations and developing strategies to cope with them.

Possibly because of the lack of clarity regarding the purpose of the project it appears that there was little or no strategic planning carried out either by the Society executive or the coordinator. Certainly there is no evidence that obstacles were identified or that strategies were devised to overcome these obstacles. It would not appear that there was any real need to pursue financial assistance once the initial proposal had been approved and when financial complications arose the leadership, in resolving the problems, appears to have been taken by individuals outside the Society, namely staff of the Planning and Research Branch of Alberta Education and the Coordinator of Education North.

Summary. The analysis of the operations of the Slave Lake Education Society during what might be called the strategic planning phase was rendered more difficult by the fact that

the development of a strategic plan presupposes a clear idea of what it is one wants to do. There is no evidence, however, that any of the projects which the Society undertook were considered in this methodical manner. No clear attempts were made to overcome obstacles in the schools nor was any attempt made to organize supporting forces.

Initiation

This phase is explained as the one in which leadership is provided in overcoming obstacles which were identified during the Strategic Planning Phase. There was no evidence of strategic planning, there is also no evidence that the types of obstacles identified by Herriot and Gross were considered or dealt with in a systematic manner. Rather each problem area was dealt with on an ad hoc basis, as or when it was identified. Factors such as "lack of motivation" or "lack of necessary interpersonal skills" were never considered before their absence became a problem. At no time did it appear that the Slave Lake Education Society had adopted a proactive stance in anticipation of difficulties which might arise.

A number of the factors identified under "Initiation" appear, in retrospect, to have been relevant to the Slave Lake Society. Conflicts did appear to exist between the schools and some society officials. There appeared to be some conflict between groups within the community and within the Society. There was a lack of consensus about certain program components which the Society attempted to put in place. These difficulties were not "anticipated" however, and the Society reacted to each situation as it arose. The selection of specific strategies appeared to be left to the discretion of the coordinator.

Summary. In that the major thrust of this phase is the overcoming of obstacles identified during the strategic planning phase, the Slave Lake Education Society, not having paid any attention to the earlier phase, was not in a position to address the questions raised in the later one either. While many problem areas did exist they were not identified in a systematic

manner. Rather they were dealt with on an ad hoc basis, as and when they affected the efforts of the Society.

Attempted Implementation

During this phase it is incumbent on those in leadership positions to provide direction in overcoming previously identified and "emergent" obstacles. It has been pointed out that from the perspective of those involved with the Slave Lake Education Society all obstacles were dealt with as though they were emergent.

Specific objectives of the local society developed gradually during the life of the project and favourable consideration was given to requests for funding dealing with a broad range of topics. These included the Block Parents program, the Library Use and Book Awareness program, the Parent Development program and the Newsletter program. Some of these were initiated by the Society, others were initiated by the schools or some other community group. In all cases, however, while the Education Society agreed to provide financial support for these programs the criteria on which the decision was based were never clearly articulated.

Misunderstandings arose regarding roles and expectations. There was a lack of clarity regarding what the Society executive expected the coordinator to accomplish and the support which the coordinator felt the executive should provide to him. The coordinator was unaware of the monitoring role which the executive felt he should exercise over the treasurer and the treasurer was unaware of the detailed bookkeeping procedures which the executive (and the accountant) expected him to adhere to. All of these problems were dealt with as they arose. Only in the case of the coordinator's probation was an attempt made to anticipate difficulties which might arise and this was, in major part, forced on the executive as a result of previous experiences.

Summary. The very fact that the Slave Lake Education Society survived and managed to provide support for a number of projects is an indication of the fact that the coordinators and the members of the executive of the society did manage to provide leadership in overcoming the obstacles which arose.

Incorporation/Rejection

This phase deals with providing leadership to ensure that the programs which are supported are incorporated into the ongoing activities of the school or of the community. Herriott and Gross list a number of monitoring functions which they associate with this phase. One specific focus area has to do with obtaining the views of the various stakeholder groups involved with the project in or through the schools, such as students, teachers and parents. A second focus would deal with monitoring of the innovative project and would include costing of the project, an assessment of its benefits in the light of the costs and making decisions in this context regarding the desirability of continuing or terminating the project.

The Slave Lake Education Society does not appear to have deliberately set out through either its coordinator or its Executive members, to solicit feedback from students, teachers or parents. In that there were members of the latter two groups represented on the Executive of the Society, however, there was an informal flow of information from the schools and the community regarding the various projects which the Society attempted to put in place. There was no deliberate attempt made to obtain any objective evidence that the projects were achieving their intended purposes. While overall Society expenditures and revenues were documented and audited, these were not broken down and related to particular programs, nor was any attempt made to conduct a cost-benefit analysis on any of the programs.

A number of the programs which the Society attempted to implement appeared to have "died" of their own accord. Among these would be the "noon hour fun" program and the

"volunteers in the classroom" program. In neither case was the demise a result of a decision by the coordinator or the Executive, that the program did not meet its objectives or that it was not in keeping with the Education North guidelines.

Summary. There is no evidence that the Slave Lake Community Education Association systematically solicited feedback from any of its stakeholder groups. There is some evidence that it did not monitor its own operation very closely and it does not appear to have amended its plans in the light of the findings of such monitoring. Programs which were operationalized do not appear to have been assessed in any formal manner.

Conclusion.

It is possible to identify individual people associated with the Education North program who, at one time or other provided leadership in the Slave Lake Community Education Association. It appears, however, that many of the areas which were identified by Herriott and Gross as requiring the attention of those in the leadership positions, were not attended to in this project. It may be that the most crucial omissions, from the standpoint of their impact on subsequent events, were in the area of the first phase, Exploration. It does not appear that the major problems in the schools were identified, nor were needs and possible solutions arranged in any particular priority. No consideration appears to have been given to identifying obstacles which might impede attempts to implement the program.

As a result of the leaders in the project not addressing the tasks in this first phase, activity in many areas of the subsequent phases was pre-empted. The ELOC model is essentially progressive in nature. For example, the Strategic Planning phase builds on the findings of the Exploration phase; the Initiation phase addresses obstacles identified in the Strategic Planning phase, and so on. The major shortcomings of the Association then, appear to be in failing to provide or obtain, leadership, in the areas indicated in the earliest phase of

the ELOC model.

It has been mentioned that leadership was present in the Slave Lake Community Education Association right from the beginning, both in the members of the executive and in the coordinators. Indeed, the first coordinator complained that there was too much leadership and that he was pulled in many directions by the Board members. It appears that the appropriateness of the leader behaviour in the Association may be questioned in view of the many task areas which were not addressed by anyone in a leadership position.

WABASCA-DESMARAIS

It is difficult to identify any one individual who could clearly be identified as having taken a leadership role in the establishment of the Education North project in Wabasca - Desmarais. The schools in the communities were under the control of Northland School Division and the motion passed by the Board of Trustees of that jurisdiction on October 27 1978, indicating a willingness to have Divisional schools participate in the project, applied to Wabasca-Desmarais as well as to other communities such as those in the Little Red River area. However, the first word of Education North came to the community in December 1978 through Mr. George D. Auger, a resident of the area and a member of The Minister's Advisory Committee for Education North.

The first public meeting to consider the possible implementation of Education North in the Wabasca-Desmarais region was held in January 1979 and a planning committee of teachers, parents, students and representatives of the Bigstone Indian Band and the service agencies in the area was established.

It appeared that the group in Wabasca-Desmarais was ready to move into the first phase identified by Herriott and Gross in their ELOC model.

Exploration

Herriott and Gross point out that the function of the leader(s) during this phase is to assist the group in identifying what the major current problems are and in allocating priority to these needs. The leader(s) should also assist in identifying possible solutions to the problems and the forces both within the community and outside it which may facilitate the implementation of the selected solutions.

While the Exploration phase could be said to have been begun in Wabasca-

Desmarais in January 1979, the three meetings held during the first six months of that year did not help focus on a particular problem to be addressed, nor did they indicate that clear leadership was going to emerge from the group. The introduction to the initial proposal which was presented in July 1979 records the fact that these meetings took place. It also records that there was general agreement on the fact that there was insufficient involvement in education in the area and that there was a need to improve the relationship between the schools and the community. No specific means of dealing with these concerns had emerged, however, and by June of 1979, the group, consisting mainly of teachers and those working for government agencies, appeared to be no further ahead than it had been in January.

The record of the Wabasca-Desmarais group indicates that the appointment of Lorna Gladue as Community Development Facilitator in June 1979 provided the first clear impetus for action for the project. This, and the fact that the assistant-coordinator for Education North, Janice Dean, became directly involved with the project, appear, in retrospect, to be two crucial facts in the early development of Education North in Wabasca-Desmarais. The work of Ms. Gladue in preparing the initial proposal, and that of Ms. Dean in revising, re-writing, expanding and amending this original proposal, were to lead, in the Spring of 1980, to an acceptable project proposal and an agreement between the local Society and The Minister of Education.

In the most general sense, the Exploration phase had been traversed. Solutions to the loosely-defined problem of poor relations between the community and the schools had been proposed and though reservations about the "fuzziness" of some of the proposal components had been expressed earlier in correspondence between staff members of the Planning and Research Branch of Alberta Education, the Society was now in a position to draw up detailed plans to implement the project.

The most consistent, and only, "leader" in the Wabasca-Desmarais project group from June 1979 to March 1980 appears to have been the assistant - coordinator for Education

North, Ms. Janice Dean. Janice worked initially with Lorna Gladue to get the proposal moving. She refined the proposal and assisted the group to modify it and expand it to meet the requirements of The Minister's Advisory Committee. She handled the matter of Society incorporation, and throughout the entire ten months she supported and encouraged those who were trying to organize support for the project in the area. She attended practically every project meeting in the region during those months. The minutes of these meetings and her own notes in the Society files indicate that she made her concerns about the lack of local leadership and commitment known to both the provincial coordinator for Education North and to the members of the Wabasca-Desmarais group.

Summary. The Exploration phase of the Wabasca-Desmarais Education North project was an arduous one in many respects. No leader emerged locally who could focus the group sufficiently or obtain the commitment from the members to clearly identify needs and possible solutions. Recognising this, the Provincial office for Education North, in the person of the assistant - coordinator, Ms. Janice Dean, took the major initiative in developing an acceptable proposal and establishing an incorporated Society. Ms. Dean provided this direction in the full knowledge that if the leadership were not taken up locally, the project was not likely to succeed. She repeated this admonition frequently and recorded it in her notes in the project's file.

By the end of March 1980, however, the Society had an eight item list of proposed activities and had indicated its intention of hiring a project coordinator.

Strategic Planning

This phase of the ELOC model, where the leader(s) in the project should provide direction in identifying obstacles and facilitators to the implementation of the innovation and in

developing strategies for implementation, proved to be an immensely difficult phase for the Wabasca-Desmarais Education North Society. Indeed, in many respects, it could be said that the agreement between the Society and The Minister of Education was actually terminated while the Society was still engaged in Strategic Planning.

While an interim project coordinator was hired in April 1979, there is no evidence of his having done anything. Indeed, once his few weeks as acting coordinator were up his name never again appears in any Society references. There is evidence, however, that when Cecile Young took over as coordinator in June of that year the Society had made no progress in developing implementation plans. She indicated in the interview which was held that month that she hadn't "... been able to get clear directions regarding the work of the Society," and also indicated that she hadn't talked to the principals or most of the teachers. She admitted that "no specific activities have been planned for the Wabasca-Desmarais Education North project."

Interviews conducted with the principals of the schools that same month indicated that neither of them had any involvement with the project thus far. Both of them saw difficulties in getting the community to participate in the project because of the factions in the community which militated against cooperation and which also saw the teachers as extraneous to the community. One of the teachers who was interviewed referred to the difficulty of getting people involved because there were too many projects running in the community. He also referred to the fact that Education North in general, seemed to create problems of "... conflicting or overlapping jurisdictions," and it had "... diffuse, general, terms of reference."

Ingram and McIntosh (1983a:125) comment that the Wabasca-Desmarais Education North Society had "... made only a few halting steps towards active operations in the spring of 1980." Little or nothing appeared to have been done to move the Society from the rudimentary Exploration it had engaged in through the phase of planning for implementation. They continue:

As of the end of June no program activities had been implemented. Terry Lusty, the Society's president, reported that he was trying to bring the Board together to discuss priorities for Mrs. Young's work during the summer.

The President seemed to have a clear view of where the Society should be headed. Five areas of programming were envisaged: (a) community use of school facilities, (b) job career counselling, (c) activity chaperones, (d) community involvement in cultural activities, (e) development of a community resource inventory. But no steps in these directions had yet been taken.

Ingram and McIntosh (1983a:138) stated that in their assessment the Wabasca-Desmarais Society was at the Early Operations stage of the developmental continuum at this time. They defined this stage in the following manner: "The Board of the society appoints a coordinator, takes steps to establish program priorities, and begins the recruitment of community persons to implement its programs."

It seemed, in looking at the Wabasca-Desmarais project at the beginning of summer 1980, that there were grounds for optimism. Unfortunately, events in the later months were not to support this view. Ms. Young did produce a Newsletter in July and another in early September. Handicraft classes were started early in the school year and a list of resource people was prepared (though apparently never used). But each "event" was isolated, in a sense, from all the others. Reading the minutes of the society meetings, one is struck by the lack of continuity, the disorder that seemed to permeate the discussions and deliberations. Suggestions are made, discussed, agreed to, and never heard of again. Examples of this were the pot - luck supper to welcome new teachers, the Talent Competition, the moose hide tanning classes. There is no evidence that letters were ever written to Northland School Division inviting them to send a representative to the meetings, - a matter which had been approved at the meeting of April 30, 1980, nor is there any evidence that principals were contacted to meet with the Society regarding the Improved School Appearance project as was agreed to at the meeting of September 3, 1980. The auditors who were engaged to close the

books on the Society mentioned in their report of October 5 1981, that "Because of the lack of internal control and an adequate filing system, we were unable to locate supporting documentation for certain expenditures." In a phone call some days earlier to the Education North office they had indicated that they were unable to find records of the motions that stated what the coordinator's salary should be or what her mileage and travel allowances should be. During the summer of 1980 it had been necessary for Dr. Young to make special arrangements with the Royal Bank to release funds to the Society because proper arrangements had not been made regarding who had signing authority. Ingram and McIntosh (1983a:132) describe what their perceptions were:

... one other factor stands out in analyzing the rise and fall of the Wabasca-Desmarais project - - the inefficiencies in planning and management of the project. Repeatedly, key items of information were not communicated to key persons, meetings had to be re-scheduled, and agenda and minutes were not prepared.

This apparent ineptitude permeated all the Society's efforts to come to grips with what would be required to implement the project which they had proposed. No planning took place in any acceptable fashion. Where sub-projects seemed to get under way it did not appear to be as a result of any considered Society effort but rather through the effort of a single individual who did all the planning and organizing, alone. This was true of the Newsletter; it was true of the Handicraft classes; it was virtually true of the Campbell / Twofeathers visit.

Summary. While faltering steps were taken by the Wabasca-Desmarais Education North Society to implement a small number of sub-projects, there is no evidence of any leadership emerging to assist in planning activities which would be required for any attempt at sustained implementation. Though the President of the Society remained in office throughout the life of the Society, he does not appear to have exerted the leadership necessary to help



the group through this phase. For whatever reason neither the President nor the coordinator were successful in obtaining the sustained commitment from a sufficiently large number of community members which would have been required in order to implement this project. They were unable, it seems, to even obtain a sufficiently consistent attendance at executive meetings to allow the Society to engage in any meaningful planning.

Conclusion

It is apparent that effective leadership never emerged during the two and a half years in which the Wabasca-Desmarais group was involved, in one capacity or another, with Education North. Following the introduction of the concept to the community by Mr. Auger in late 1978 no individual came to the fore to provide the group with clear direction. During the spring of 1979 different people met, irregularly, to discuss the community and the schools and Education North, in a general way. It wasn't until June 1979, however, that the first step towards developing a proposal was taken with the superintendent of the Opportunity Corps appointing one of his members to assess the views of the community residents concerning Education North.

Despite the concerted and intense efforts of the provincial Education North office it appeared to be extremely difficult to stimulate local interest in the project. Janice Dean's efforts to work with the group were complicated by the lack of continuity within the group itself and the fact that no single individual emerged capable of motivating the residents of the community or organizing and focusing the interests of those who indicated a willingness to become involved with the project. It is noteworthy that the Education North staff spent considerably more time and effort attempting to get this project under way than they did with any other project.

The termination of the project does not appear to have been caused by any single, major incident. It was the continued inability of the Society, and more explicitly its executive, to cope adequately with the process of implementing their proposed program, that brought

about the termination of the agreement between The Minister of Education and the Society. Ingram and McIntosh (1983) indicate three specific areas where the Society was unsuccessful. These were (a) winning community support, (b) developing a leadership team, and (c) effective planning and management.

It could be argued that if an Education North project were to be successful it would be necessary to succeed, to some extent, in all three of these areas. By April 1981 the Education North staff and The Minister of Education had obviously decided that there was no likelihood of such success in the Wabasca-Desmarais Education North Society.

CHAPTER SUMMARY

In this chapter the events and activities in four of the seven projects of Education North have been analyzed, using the model developed by Herriott and Gross (1979). The four projects which were analyzed were those in Lac La Biche, Little Red River, Slave Lake and Wabasca-Desmarais. The case studies of each of these four projects were presented in the preceding chapter.

Each of the case studies was examined to determine whether the tasks identified by Herriott and Gross in their Elaborated Leadership Obstacle Course model (ELOC) were addressed by those in leadership positions within each project. Within each project the appropriateness of the actions, of a leadership nature, which were taken were also considered. Table 4 provides a summary description of the manner in which each of the Education North societies operated in relation to the stages of the ELOC model.

Table 4

Summary of Local Society Progress in Relation to the ELOC Model

Community Stages In the Model	Lac La Biche	Little Red River	Slave Lake	Wabasca-Desmarais
Exploration	Leadership slow to emerge. Ed. North Society did manage to eventually assist local groups in identifying program areas.	This project group had a specific innovation in mind prior to the first meeting.	This stage appears to have been bypassed in Slave Lake. No clear goal was set; no specific actions proposed.	This presented the Wabasca-Desmarais group with an arduous task which was never completed.
Strategic Planning	This phase was dealt with thoroughly and expeditiously.	Considerable effort was expended in refining and gaining approval for the project proposal.	No evidence that any projects were part of a larger plan. No attempts to overcome obstacles or organize support.	No local leadership emerged to plan or sustain implementation. Sufficient commitment never obtained.
Initiation	Projects were set in place in all but one of the project communities. Local parents' groups were established.	Dealt with very satisfactorily. Community members were motivated resulting in extensive participation.	Problems were not identified in any systematic manner.	This project never reached this stage of the ELOC model which is essentially progressive in nature.
Attempted Implementation	This phase involved keeping the local projects on track and this task appeared to have been accomplished successfully.	Society leaders were forceful and successful in dealing with emergent problems.	The Society did survive. Sufficient leadership was provided to overcome emergent problems.	N/A
Incorporation/Rejection	The projects appeared to become viable as both school and community activities.	The product was considered to be of high quality and the process appeared to have been highly successful.	Little systematic monitoring took place. Little or no feedback was obtained. Noticeable improvement in final year.	N/A

CHAPTER V I

ANALYSIS OF THE CASE STUDIES #2

Fullan: Factors Affecting Implementation

The Case Studies of the same four projects were also analyzed using the Factors Affecting Implementation which Fullan (1982:56) proposed. These factors are arranged into four broad categories with a number of sub - components included in each category. The broad categories have to do with characteristics inherent in the change itself, in the School District, and in the schools. Finally characteristics which are external to the local system are examined. Table 5 presents the four broad categories and the complete list of fifteen factors identified by Fullan.

Each of the case studies was examined to see whether or not attention was paid to these factors. Where it was found that a particular factor was not given attention or did not appear to be relevant, consideration was given to whether or not the project might have been implemented more successfully had that factor been considered.

Table 5
Factors Affecting Implementation of Change

A. Characteristics of the Change.

1. Need and relevance of the change.
2. Clarity.
3. Complexity.
4. Quality and practicality of program (materials etc.).

B. Characteristics at the School District Level.

5. The history of innovative attempts.
6. The adoption process.
7. Central administrative support and involvement.
8. Staff Development (in - service) and participation.
9. Time - line and information system (evaluation).
10. Board and community characteristics.

C. Characteristics at School Level.

11. The principal.
12. Teacher - teacher relations.
13. Teacher characteristics and orientations.

D. Characteristics External to the Local System.

14. Role of Government.
 15. External assistance.
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LAC LA BICHE

Characteristics of the Change

Need and Relevance

In examining the characteristics of the change in the Lac La Biche context it is not apparent that initially there was any clear insight as to the need for the Education North project, nor is there evidence that its possible relevance for the school division was immediately grasped. A number of the communities in the school division already had active parents' groups working with the schools. This was particularly true of Caslan, Rich Lake and Wandering River. It was difficult to determine whether a need existed for whatever service could be provided through Education North until there was clarification of just what type of service could be provided. The terms in which the project were defined were not precise and this may well have contributed to the initial uncertainty regarding a need for, and the relevance of, the Education North project in the area.

Clarity

The reports of the meetings of the Lac La Biche planning committee during the early months of 1979 indicate clearly that there was uncertainty as to what types of local activities came within the scope of Education North. Mr. Fred Dumont, the provincial coordinator for Education North, was critical of the proposal which was submitted to him by Mr. Joseph de Cardinal, on behalf of the committee, in February 1979. His notes mention two areas which caused him concern. First, he stated that the "Aural - Oral endeavor" was too narrow in terms of emphasis and did not allow for sufficient flexibility in approach. Second, he indicated that he didn't consider that the proposal, as presented, would "...do the kinds of things the committee talked about." The endeavor of which Mr. Dumont spoke was designed to attempt to overcome the difficulties which the non - English speaking children encountered when they attended school. By overcoming some of these frustrations it was anticipated that the children

would come to enjoy school more and, as a consequence of this, there would be less truancy and fewer students dropping - out of school at the earliest possible opportunity. Whether Mr. Dumont was correct in his assessment is not pertinent to this analysis. What is relevant, however, is the fact that the planning committee were not clear as to what specific components were required in a proposal and in a program in order that it be accepted by Education North.

Coupled with this lack of clarity as to the purpose of the project, there was also a lack of clarity as to the roles which the educators and the parents should take in the project. There was no clear idea in the minds of the teachers or the parents or the Education North staff, as to just what Education North should be in practice. It was evident in the Lac La Biche project that this lack of clarity caused difficulties in the early days of operation, before a proposal was prepared. The executive of the local Society, however, set about removing much of this uncertainty immediately after it was established. Criteria were drawn up for assessing possible projects and operational procedures were set in place which clarified the lines of relationship between the Society, the local parents' groups and the coordinator.

Complexity

Associated with the question of clarity is that of complexity. The lack of clarity regarding both the goal(s) of Education North and the means which should be used to attain these goals presented the group in Lac La Biche with what appeared to be an extremely complex attempt at change. When the leaders in the local group developed their proposal, however, they deliberately simplified matters so that each local group could function in a clearly understood, unambiguous manner. The operational procedures and functional guidelines which were put in place in the Society in early 1980 not only clarified matters for persons working in the project but reduced its apparent complexity to a comparatively simple state. The executive of the Lac La Biche and Region Education North Society appeared to implement the suggestion put forward by Fullan (1982:59), based on the findings of Rosenblum and Louis

(1979), that "... complex district - wide changes should be differentiated into an array of specific components."

Quality and Practicality of Program

In that the Education North project did not mandate either particular behaviours or the use of particular materials, the Society members in Lac La Biche were not in a position of having to adopt, use or even produce, materials whose quality and / or practicality was questionable. On the other hand, because the project had a heavy process emphasis this tended to deemphasize the materials used in, or produced through, the project, to a position where they were clearly seen as a means - a means to getting the parents and community more involved in the schools. This was the fundamental criterion which each of the local parent groups had to consider when proposing a course of action. In that regard the questions of relevance and need re - appear and each local parents' group was careful to propose, develop and implement projects in their own area for which there was sufficient support. When interviewed in May 1980, Mr. Deutscher, the Superintendent of Schools for the Lac La Biche School Division, indicated that he felt this emphasis on process might be a source of difficulty. He stated: "... there may be a criticism of a strategy aimed at involvement principally, which won't yield tangible outcomes." Such criticisms were not forthcoming in Lac La Biche during the life of the project.

Summary

There were some obvious problems in the early days of the Lac La Biche and Region Education North Society which appear to have been linked to the nature of the change itself. The relevance of the change for the area was not immediately apparent and the benefits which might result from the implementation of the project were not obvious. Somewhat the opposite was, in fact, the case. There were obvious misgivings among the teachers and administrators

concerning the desirability of involving community members extensively in the schools. This uncertainty and lack of clarity was compounded by the fact that many teachers interpreted the emphasis which was placed on community participation to be an indication for them to not get involved with the project. This was particularly true of the teachers and administrators in the four schools in Lac La Biche.

The efforts of the Society in the early months of 1980 in establishing clear operational guidelines did much to clarify the project's purpose and indicate areas where it could be relevant to the local communities. These guidelines and procedures also simplified what had been perceived as a complex and involved process and allowed sufficient flexibility to ensure that each local parents' group was able to ensure that their particular projects were of relevance in their own community.

Characteristics at the School District Level

The History of Innovative Attempts

In considering how the Lac La Biche and Region Education North Society project was shaped, one is unable to find any indication that previous experiences with innovation or with governmental attempts at change played a significant role in the project. It would seem that there was no overt cynicism and apathy apparent either in the schools or in the local communities. Once the problems of clarity and complexity were resolved it does not appear that what Fullan (1982:64) calls the "... subjective meaning of change," functioned in any way negatively or impeded the efforts of the Society members.

The Adoption Process

The process whereby the project was introduced into the community may have

caused some unnecessary problems. It is evident that those closely involved with the project in its early days in Lac La Biche struggled in their attempts to find areas where the project might be applicable. While the trustees of the School Division had to sanction the project they were cautioned that the project had to be community - based. Most of the educators, understandably, interpreted this to mean that they should not adopt leadership positions in the Society. This, in effect, meant that the only structured group dealing with education in the district was expected to not get involved. The problem was that no other group in the area felt that it had a mandate to get involved in the schools and in education to the extent that Education North apparently demanded. The resolution of this conundrum obviously caused some delay in the development and submission of a suitable proposal. Rick Sloan, the second President of the Society and the Director of Preventive Social Services in Lac La Biche at the time stated that he got interested in the project after he had read Maximum Feasible Misunderstanding by Daniel Moynihan. Sloan stated in an interview in 1980 that "... it should not work, according to the Moynihan thesis." Sloan has already been quoted in the case study as indicating, that in his opinion, Alberta Education displayed what he called "a vacuum of understanding," regarding the methods whereby projects are developed. There was obviously a feeling among those involved with the project in Lac La Biche in its inception, that there should have been clearer guidelines from the provincial body regarding the scope and nature of Education North.

Central Administrative Support and Involvement

The fact that neither the central administration in the school division nor the administration in the schools participated in, or indicated support for, the project, did appear to affect the initial development of the project in a negative manner. In interviews with the Superintendent of Schools, Mr. Lloyd Deutscher, and with other administrators in the school division, in May 1980, it was perceived that there had been a certain amount of skepticism

about the project. Mr. Deutscher stated that "... initially I thought the local societies would be a total disaster." Mr. McCullough, the principal of the Wandering River school, stated that the project was "... turning out much better than I had anticipated." It might be argued that a clear indication of support from the educators would have expedited the development of the proposal. On the other hand it could also be suggested that such overt participation in the planning stages of the project might have tended to move the project from being "community - based" to being "school - based." As the project evolved, educators became involved with and supportive of it, and in many cases took the initiative in proposing sub - projects to the local parents' committees. Such a process was considered successful, and interviews with school administrators during the final years of the project indicated that they were pleased with the operational procedures which had been in place. Ingram and McIntosh (1983:89) indicated that there was general agreement that "... control of funds and programming should remain in the hands of a community group, not the school or the school system." Glen Zacharuk, the President of the Society from 1980 to 1982, and vice - principal of J.A. Williams High School in Lac La Biche, stated in an interview in May 1981 that "A local group must have control of the funds provided." Phil Coutney, the project coordinator, stated in an interview the same month, that a desirable feature of any future program would be that "... money and program should be controlled by a local group."

The analysis of the Lac La Biche and Region Education North project indicates that until the Central administration in the School Division provided overt and clear support for the project, progress was made slowly and tentatively. As the executive of the Society established clear guidelines for operation, the support of the school system became more pronounced and this, in turn, contributed to greater and more visible success in the implementation of the project. It is possible that successful implementation might have been achieved sooner had the Superintendent and school principals been less ambivalent in their support for the project in its early days.

Staff Development (in - service) and Participation

An analysis of the Education North project in Lac La Biche does not indicate that there was any formal training provided for either teachers or community members in the matter of implementing the project or understanding the possible implications of the project for them. Given the process nature of the project there was no need for particular training in the use of specific materials. It is obvious, however, in examining the development of the Education North project in Lac La Biche, that problems were encountered in the area of relationships. Fullan (1982:67) emphasises the fact that the implementation of any change requires that those involved with it be resocialized and he points out that "the foundation of resocialization is interaction." There was no deliberate attempt made in the Lac La Biche project to assist the two parties involved, namely the teachers and the parents, to work out satisfactory arrangements for the implementation of the project in the communities and in the schools. The fact that both teachers and parents appeared to arrive at satisfactory modes of implementing the various components of the project in each of the local communities seems to have been due more to the trusting relationships which existed or which were established in these communities than to any planned interventions designed to overcome the difficulties associated with adopting new roles.

Time - Line and Information Systems (evaluation)

Fullan (1982:69) points out that in attempting to implement a change "a time - line is needed which is neither unrealistically short nor casually long." In examining the operation of the Education North project in Lac La Biche it is evident that matters moved in an extremely slow manner until the Society hired a full - time coordinator in November 1979. Subsequent to this the activities of the Society moved, in general, much more rapidly. It might well be argued, in hindsight, that this arrangement was salutary for the project, though it may have been frustrating for those attempting to get the project underway. The apparent slow rate of

progress in the earlier phase of the project was associated with some of the factors which have been mentioned earlier, such as the lack of clarity concerning both purpose and means in the project, uncertainty regarding roles to be taken by the different people involved with the project and the need to arouse interest in the project in a sufficiently large and broadly - based segment of the population in the area. The fact that those in leadership positions in the Society in the early days were all volunteers and had full time jobs in some other area may also have contributed to the slower rate of project development. The overall result appears to have been that a sufficient amount of time was allotted to the project at its various stages of development. Unrealistic time - lines do not appear to have been imposed on the project, and once the various parents' groups became operational each of them implemented their own projects at their own rate.

The question of establishing information systems or deciding on what information to collect and how to use it to further the project was handled in an informal manner in the local communities. It is apparent that the local groups were successful in obtaining the information they required in order to put in place those programs which were of interest in their own communities and for which it was possible to obtain the necessary resources.

It would appear that neither time - lines nor information systems affected the implementation of the Education North project in Lac La Biche in a negative manner.

Board and Community Characteristics

The board of trustees of the Lac La School Division was introduced to the Education North concept in October 1978 by the Superintendent of Schools, Mr. Lloyd Deutscher, who was himself a member of The Minister's Advisory Committee for Education North. At this time, the board, as requested, passed a motion permitting the schools in the division to participate in the project. This was the only direct involvement of the board with the project. During the operational phase, however, the coordinator kept the board informed regarding what was

happening in each of the schools. In May 1981 representatives from each of the local groups made a presentation to the board explaining the activities which they were engaged in. This presentation elicited the response that "... the trustees were very much impressed with the projects of the Society." The board was kept informed also, through the Superintendent, as a member of The Minister's Advisory Committee, as the meetings of this committee were informed of the monitoring which was carried on by the provincial Education North office staff and of the results of the on - going evaluation by the External Evaluation Team. The board itself, however, played no active part in the implementation of the project, nor was such active participation required.

It is clear that community characteristics were significant factors in determining the entire operation of the Lac La Biche and Region Education North Society. The earliest indications that these factors would be important came at the meetings in February and April 1979. Mr. Dumont, the provincial coordinator for Education North, reported in his notes of these planning committee meetings that the "... Caslan group is most anxious to get the program component, to be handled by that community, in gear as soon as possible." He also noted that "... a difference of opinion exists with respect to which should receive first priority." In this he was referring to projects submitted by different communities.

The need to recognize the differences in the communities in the School Division seems to have been well understood by the local members of the planning committee and Mr. Dumont noted, following the April 1979 meeting that:

The strategy proposed to implement a program to meet the needs identified is regional in nature. That is, five communities and all schools under the jurisdiction of the Division are to be involved. There was little consensus as to which centre would undertake what component of the proposed initiative.

This might prove to be too complex an operation to maintain over the long - term. There are factors present which would militate against the success of this undertaking - a) distance; b) different perceptions held by different ethnic groups about what the program should do; c) local

commitment to program will be hard to come by (except perhaps in the community of Lac La Biche).

The system which was eventually adopted allowed and encouraged the local parents' group in each of the communities to submit projects for approval, based on the known interest in and relevance to that particular community. As a consequence of this the projects which the Lac La Biche and Region Education North Society funded varied greatly from community to community.

The principle of providing equal funding to each of the communities removed the element of competition for funding and priority between the different communities and, in retrospect, appears to have facilitated the operation of the Society. It was necessary, as a result of this strategy, for each local parents' group to decide on priorities for each project in their own community.

It seems to be clear that while it was not necessary to consider particular characteristics of the school board because that entity did intervene in any significant way in the operations of the Education North Society, the coordinator and Board of Directors did take account of the unique characteristics of each of the communities involved with the project. The operational framework which was set in place allowed each community to develop sub - projects in keeping with its own culture and interests. This flexibility increased the likelihood of successfully involving the community members in the projects in each community.

Summary

It is apparent that some of the six factors which Fullan identified as characteristics which pertained to the School District Level were considered by the members of the Lac La Biche and Region Education North Society.

There was no evidence that the communities or the Society were influenced negatively by a history of failed innovations. While there was a substantial amount of skepticism

about the project it wasn't ever linked to a fatalistic pessimism and never manifested itself as what Fullan (1982:63) refers to as "... an incapacity for change." The adoption process and some of the characteristics of the change itself may account, at least in part, for this cynicism and apathy. The same causes can be attributed to the absence of support from the central administration during the early stages of the project. It seems that the lack of clarity surrounding the project, the apparent complexity of the process involved and the somewhat disquieting manner in which the project was introduced into the community all combined to discourage the central office staff and the school principals from actively supporting, or participating in, the project.

While the developmental support required to assist in implementing this project was of a process nature, no consideration was given to assisting the project participants in the resocialization which the project required. It was clear that the basic assumption was that one learned to participate by participating, and no structured developmental exercises were engaged in to assist either the parents or the educators in developing appropriate roles for the types of interactions which the project demanded.

It does not appear that time - lines influenced the operation of the project, and at the local level as well as regionally it appears that the information systems were sufficiently well developed to allow the local parents' groups to implement projects which were of interest in each particular community.

The particular characteristics of each of the communities associated with the Lac La Pêche and Region Education North Society were considered when operational procedures and guidelines were drawn up. Flexibility was ensured which in turn allowed each local group to work independently of the other groups, though in a manner which was relevant to its own particular area. Specific characteristics of the school board do not appear to have played a part in the operation of the project nor do characteristics of the Board of Directors of the Education North Society. Despite changes in personnel, this latter board appeared to function effectively

in establishing procedures and in monitoring the operations of the local parents' groups.

Characteristics at the School Level

The Principal

It has been mentioned above that initially the principals in the School Division were unwilling to become involved in or associated with, the Education North project. Altogether there were eight schools in the Division, with four of them in the town of Lac La Biche. The community of Kikino was the only community working within the project which did not have a school.

No attempts were made to involve the principals of the schools directly in the planning stages of the proposal. Paul Mulyk, the principal of Vera M. Welsh school in Lac La Biche stated in an interview in May 1980 that "the understanding is that principals are to be on the sidelines in an advisory, supportive capacity." This was not seen by all principals as an easy task. Randy Clarke, the principal of Central Elementary School in Lac La Biche pointed out, in an interview that same month, that Education North suffered from "a lack of definition, initially." The principals of the Lac La Biche schools indicated at this time that the project was not well-known to teachers, and they also indicated that they felt that it was not well-focused. Peter Kyrilchuk, the principal of the J.A. Williams High School in Lac La Biche, drew an analogy between the Education North project and assigning a term paper to a student - - "you can point to the library or you can suggest a specific number of topics." Mr. Kyrilchuk obviously felt that the Education North project was merely pointing in some general direction. The principals of the Lac La Biche schools also pointed out in these interviews that, from their perspective, funding was minimal. The clear implication of this was that from a financial stand point it might just not have been worth the efforts involved, considering that the same amount of money was allocated to all of Lac La Biche and divided between four schools as was made available to

Caslan or Wandering River.

Mr. Coutney, the coordinator of the Lac La Biche and Region Education North Society, deliberately attempted to obtain the involvement and support of the principals. In the community of Rich Lake he was quite successful as the principal, Mr. Jacobs, had shown an interest in the project from its introduction. The community of Caslan was quite different, and there was little or no school involvement in the project in its early days. In Plamondon and Wandering River support from the principals was provided hesitantly and only following a lot of encouragement from the coordinator. Archie Girard, the principal of the Plamondon school pointed out in an interview in the fall of 1980, that the project entailed a lot of extra work for the teachers in his school. He felt that the money would have been more usefully spent in hiring a library aide for his school.

Fullan (1982:71) draws attention to the fact that "projects having the active support of the principals were the most likely to fare well." There is no evidence that in the Lac La Biche and Region Education North Society any attention was paid to this fact. Nor is there any indication that the group attempted to act on the understanding that "principals' actions serve to legitimate whether a change is to be taken seriously (and not all changes are) and to support the teachers both psychologically and with resources."

Teacher - Teacher Relations

It would seem that in the Lac La Biche and Region Education North Society the relationships between the teachers functioned, in relation to implementation of the project, in the manner in which Fullan (1982:72) suggested they would. He emphasized the importance of peer relationships in the school for the generation of a climate of support and positive feelings. He pointed out that "collegiality, open communication, trust, support and help, interaction and morale are all closely related." He indicated also that there appears to be a strong relationship between an individual's willingness to implement change and the quality of

the working environment in which the person operates.

Two particular aspects of the Lac La Biche project appear to be relevant. Forst, teachers initially refused to have anything to do with the project. This was clearly due, in large part, to the admonition from Mr. Deutscher, the superintendent of schools, that the project had to be community - based and not school - based. Nonetheless the extent of the non - participation by teachers in the early months of the project indicated a closeness and cohesion which is surprising considering the fact that it was clear (a) that the project would be educational in nature and (b) there would be money available. The second aspect of the Lac La Biche project worth noting is the extent of teacher involvement with the project once the initial confusion was cleared up. and their participation was seen to be , not just tolerated, but essential. Ingram and McIntosh (1983a:88) reported that by 1982 teacher support for the project was both enthusiastic and active. This was particularly true of the schools outside Lac La Biche itself. In each school the teachers cooperated with parent volunteers to implement programs of local interest, in some cases involving all students of the school. There is no indication of teachers refusing to participate. On the contrary, once the project was established many of the sub - projects were proposed by teachers and assistance was sought from parent volunteers to implement them.

Teacher Characteristics and Orientation

While specific characteristics and orientations of teachers were not considered in the overall framework which was developed for the Lac La Biche and Region Education North Society, the flexible nature of the established structure allowed both teachers and parents, as members of the local communities, to propose sub - projects which would be of value in the schools and which would involve local lay people also. In this sense the only projects which became operational were those which were compatible with the interests and wishes of the teachers and parents in each of the local communities.

Summary

The three factors at the school level, which Fullan identified as affecting the implementation of change, can all be seen to have been active, in one respect or other, in the Lac La Biche and Region Education North project. It is evident from the analysis of the project that all three factors acted at various times to impede the project, and at other times - - generally in the later stages of the project - - to facilitate its implementation: it is also evident from the analysis that no planned, concerted effort was made to manipulate these three factors so as to ensure that the implementation effort in the Society derived as much assistance and support from them as possible.

Characteristics External to The Local System

Role of Government

As mentioned earlier, the local societies related directly to the coordinator and assistant coordinator of the provincial Education North Office. In the case of the Lac La Biche project, as in the case of most of the other projects, the greatest intensity of contact between the local group and the provincial office occurred during the early stages of proposal development. In Lac La Biche the provincial coordinator provided considerable assistance to the group during the preliminary stages of the proposal development when the group was grappling with the possibilities of the Education North concept. Meetings with the coordinator were key events where draft proposals were refined and the feasibility and practicality of courses of action were assessed. The case description provides considerable evidence of the role which Mr. Dumont played in the early developmental stages of the Lac La Biche project. He encouraged, stimulated, maintained contact with the group during its early, tentative, explorations and provided prompt, positive, feedback to them when specific courses of action were proposed.

Mr. Phil Courtney, the coordinator of the Lac La Biche and Region Education North

Society indicated in an interview in May 1980 that his Society had received "great help from the Education North office."

The major area where the Lac La Biche Society encountered difficulties in its relations with the provincial government was that of reimbursement of funds. Bookkeeping procedures were less sophisticated in the Society during its early days of operation than were required by the Department of Education. Difficulties arose regarding documentation on certain expenditures and the minutes of the meeting of the Board of Directors on February 12, 1980, record that as far as the claim for reimbursement was concerned "we had some corrections to make - corrected claim was mailed February 7, 1980." It was reported at this meeting that the "Education North office suggested sending in smaller claims more frequently . . . effort will be made to speed up reimbursement claim or increase amount of operating advance." The Treasurer of the Society informed the provincial coordinator, Dr. David Young, by letter, on February 25, 1980, that the Society to the tune of \$6,625.68. By this time, however, a system of revolving credit had been established, initially for \$8,500.00 but raised to \$15,000.00 within two months.

A letter from the provincial office to the Society on March 21, 1980 provides an example of the type of problem which the local groups encountered in the absence of clear directions as to proper accounting procedures.

. . . the bill from the Receiver General for \$336.39 caused problems. It looks like a credit note. Who used the white - out ? Why ? It would appear that there is probably an invoice marked "paid" somewhere in your office. Please resubmit with the next claim.

By May 1980, however, the coordinator, Mr. Coutney, was able to state, in an interview, that "the financial problems are resolved now," though he expressed concern regarding the high interest rates when the Society encountered delays with reimbursement.

The changes in the method whereby the local societies received their funds from the Department of Education did much to remove these difficulties. These changes came into

effect in the summer of 1980. In addition, in the fall of 1981 the provincial office of Education North prepared and circulated a manual, for the treasurers of the local societies, which specified clearly the accounting and record keeping procedures which they should use in order to meet government requirements.

While the provincial coordinator's office exercised a monitoring function over all local projects, no difficulties arose in this area with the Lac La Biche Society. The guidelines which the Society set in place met with the approval of the provincial office and consequently, intensive supervision was not required. It should be mentioned that the non - intrusive contact with the local societies which the provincial Education North office maintained can be seen as an indication of agreement with the general operation of the Lac La Biche project. In other areas where the operation did not proceed as smoothly as in Lac La Biche the provincial office staff adopted a much more visible posture and engaged in a more formal, systematic, monitoring of the projects.

External Assistance

Fullan (1982:75) draws attention to the fact that "... outside assistance or stimulation can influence implementation very greatly provided that it is integrated with the factors at the local level." It does not appear, from an analysis of the Lac La Biche and Region Education North Society, that assistance of any significance was obtained from agencies or individuals which could be considered external to those which have been included in the preceding fourteen factors. Nor does it appear to be evident that it would have been appropriate for the Society to have obtained and used such assistance.

Summary

In examining characteristics external to the system it is inevitable that government agencies, in the broad sense, would affect the Education North projects. In the case of the

Lac La Biche project a considerable amount of assistance was obtained from the provincial Education North office, particularly in developing the basic project proposal. Difficulties were encountered in the area of financial reimbursement but these were short - lived as the Board of Directors of the Society acted promptly to offset emergent problems in that area. Overall, the relationship with government, and particularly with the Education North office, was found to be supportive and positive.

It does not seem that the Education North project in Lac La Biche was affected either positively or negatively by agencies or individuals which would not be considered to be included in one or other of the earlier fourteen factors listed by Fullan.

CONCLUSION

In examining the Education North project which was implemented by the Lac LA Biche and Region Education North Society it is evident that many of the factors identified by Fullan as influencing implementation had an impact of one sort or another on the manner in which that project was implemented. Factors in all four categories identified by Fullan appeared to influence events during the implementation phase. In some cases, though not all, those involved with the project appeared to recognize the significance of the factor and deliberately attempted to ensure that it worked favourably towards the project.

It is apparent that there was not a high level of perceived need for the project initially. This has to be related to the fact that there was a considerable lack of clarity concerning the project, how it should operate and what could be done through it, during the months following its introduction into the community. This provided those who took an interest in it with the impression that they were becoming involved in an extremely complex process. It took time and effort on the part of the planning committee and the provincial coordinator to clarify needs in the Lac La Biche area which could be met by Education North sponsored activities, and

which would be comparatively easy to understand and implement. Indeed, the project might well have never been implemented in the Lac La Biche area had these matters not been clarified.

In looking at the characteristics at the school district level it is clear that difficulties were encountered with many of the factors listed by Fullan. While there is no evidence that the implementation was affected by a "Negative experiences with previous implementation attempt" (Fullan, 1982:63) it is clear that the lack of initial support from the central office staff, school principals and teachers impeded the development and implementation of the project. These factors appear to be associated with the manner in which the project was introduced into the community and also with the factors mentioned as characteristics of the change itself, namely, the clarity and complexity of what was proposed. The School Division personnel were understandably hesitant to indicate strong support for a project when (a) their superintendent had informed them that the initiative was to come from the community, (b) the stated purpose of the project was to increase parental involvement in the schools though the nature of the involvement was never specified, and (c) no attempt was made to clarify the roles of the educators or of the community members in the project. As events evolved in the project it became clear that the activities proposed and the structure of the society and its mode of operation would not be unduly intrusive into the traditional realm of the educators and so this latter group gradually came to support the venture and became actively involved with it.

Rigid time - lines were not imposed on the project or any of its sub - projects and the flexibility which the Board of Directors allowed to each local parents' group ensured that the approved sub - projects would take into account the specific characteristics and needs of the particular communities.

The particular factors listed by Fullan as relating to the school level all seemed to influence the project, at first, negatively, and then, positively. One of the noticeable features of this particular project is apparent cohesiveness of the teachers and principals in each school.

Early in the project the non - participation, for reasons already discussed, was practically total. Later on in the project the support from the teachers and administrators, while not total in all schools, was extremely substantial - certainly of sufficient magnitude to enable the project to operate over a two year period in all schools in the Division. One could surmise that had the planning committee sought and obtained the support of the teachers and school administrators at an earlier stage in the project, it would have been possible to have had the local groups functioning in the schools at an earlier date.

While the government agencies associated with the project certainly shaped the project in Lac La Biche to some extent, the overall relationship which existed between the two groups was supportive and positive. The Lac La Biche group demonstrated a resourcefulness in overcoming difficulties associated with delays in funding and quickly complied with bookkeeping and record - keeping demands from the provincial government. In turn they received assistance from the provincial coordinator and the assistant coordinator whenever they required it.

The analysis of the Lac La Biche Education North project, using the fifteen factors listed by Fullan, clearly demonstrates the interrelatedness of these factors. In this particular case the problem of lack of clarity appears to permeate many of the other factors, most noticeably the matters of need and relevance and the adoption process. It would also appear that the role of government agencies was affected by this lack of clarity in that the initial reimbursement procedures were found to be unrealistic in the context of what was proposed in Education North. It may well be also that the lack of support from central administration and from teachers was due more to the adoption process and the apparent confusion surrounding the project than to specific characteristics of the school division or schools.

LITTLE RED RIVER

Characteristics of the Change

Need and Relevance

In examining the Little Red River Reading project in the Education North program it is clear that the particular need which those responsible for the project set out to meet, was considered to be a serious need in the schools in those particular communities. In their responses to the questionnaires which the External Evaluation Team administered in spring 1980, the teachers in these communities indicated dissatisfaction with the "suitability of the curriculum for the needs of the children." It was considered that the Readers which were in use were not congruent with the experiences or interests of the children or their parents, and were not motivating the youngsters to make them want to read. This need was a long - standing one and Northland School Division had for some time been attempting to meet it. The Integrated Curriculum Adaptation for Northland project (ICAN) had been set up in 1974 and been funded through the Division. Sister Bernadette Gautreau, a teacher in John D'or, one of the three Little Red River communities, had worked at developing grade one readers which would be relevant to the native children in the area. Her efforts had been supported by the School Division but she had not been able to produce substantial results because her efforts were, of necessity, disjointed and restricted. The resources which she had available to her were limited and her efforts in this area were in addition to her full - time work as a grade one teacher.

Mr. Don Weaver, the Superintendent of Northland School Division, indicated in an interview in May 1980, that the grade one reading program was "well under way when Education North came along." Nonetheless it is clear that Education North was seen by Mr. Weaver, Sister Gautreau, the principals of the three Little Red River schools along with other teachers in the area, as a vehicle whereby a clearly identified need could be met. It was an opportunity to gain access to resources which would make it possible to develop the type of curriculum which they had seen as desirable for quite some time. Steve Walker, the vice -

president of the project society at the time, indicated in an interview in May 1980 that "Little Red River had a project and then organized. Others organized and then looked for projects." This same viewpoint was put forward by Colin Kelly, the president of the Society, who indicated that "In these communities it seems the project came first and then the organization." At all stages of the project, it appears that the relevance of and the need for, their own particular project, was apparent to those involved with it in the Little Red River area.

Clarity

Fullan (1982: 57) states that "lack of clarity - diffuse goals and unspecified means - represents a major problem at the implementation stage." The question of diffuse goals was never a problem in the Little Red River project. The goal was clear, precise and well understood. The fact that it was modified to deal only with grade two readers instead of readers for grades one and two as originally proposed, was due to a recognition of the extent of available resources rather than any change in focus.

The means whereby the goal would be attained were not always clear in the project, however. There was considerable concern among the members of The Minister's Advisory Committee that there would not be any real involvement of community members in the project, and it would appear that this concern, expressed strongly and repeatedly, stimulated the coordinator and the executive members into using community members in the project in as many areas as possible. It also stimulated them into deciding to collect stories locally rather than merely using the approach specified in the initial proposal, of including "stories and vocabulary integrated with themes in the materials already developed by Northland." While this slight, early, uncertainty as to "how" is apparent in the case - study, the direction which the project was to take was spelled out clearly by the coordinator, Mr. Ian Sewall, very shortly after he took office in the fall of 1979. This course of action was followed reasonably closely throughout the three years of the project and involved considerable local involvement.

Lack of clarity regarding the financial procedures associated with the project were also a source of difficulty and do not appear to have been anticipated. This lack of clarity led to a belief that reimbursement process was an extremely, and unnecessarily, complex one. This matter is dealt with more thoroughly in the following section.

Complexity

There is no doubt that in many respects those involved with the Little Red River Reading Project perceived the task they were engaged in to be extremely complex. Figure 8, which is presented on p. 64 is a representation of the structure of the project as drawn up by the coordinator. This is quite complex when looked at in its entirety. In terms of the involvement of individuals, however, the overall project was broken down into very specific tasks such as collecting stories, drawing sketches, translating stories, typing, etc.. The coordinator managed to break the entire project down into a large number of highly differentiated components.

There is a second level at which the project was undoubtedly complex and that is at the level where provincial and local organizations interacted. As mentioned earlier, the Little Red River executive encountered a considerable amount of difficulty in obtaining reimbursement for monies spent on the project, particularly during the first year of operation. There was an obvious mis - understanding regarding what the Society was given authorization to do under the "approval in principle" which it received in June 1979. This led directly to the confusing and complex situation where the Society found itself deeply in debt in the spring of 1980 and with no hope of getting out of it unless regular payment arrangements were modified. The basic cause of the problem was a complex system of allocating funds to the Society allied to a considerable amount of confusion regarding the authorization for the start - up of the project. It is obvious that in regard to financial matters, care and attention was not given to ensuring that the process of reimbursement and the need for proper authorization was

fully understood. In these matters it seems impossible to distinguish between complexity and clarity.

Quality and Practicality of Program

Fullan (1982: 62) points out that some educational problems "are amenable to programmatic (or explicit) solutions, while others require more complex, adaptive resolution over time." This insight, he states, is based on earlier writings by Berman (1980). It would seem that the Education North program provided the Little Red River Reading Society with sufficient freedom to develop a specific, programmatic, solution, which would be of a high quality and practical at the same time. The solution itself was not imposed from outside the local project area nor were the means whereby the solution should be reached (other than the directive that there be substantial community involvement).

In a sense then this factor did not intervene in the operation of the Little Red River Society, in that there was no requirement to use particular materials or adopt particular modes of operating. In another sense there was a heavy emphasis placed on this factor within the Society. The coordinator realized that the successful implementation of the project as it was planned, demanded the cooperation of all segments of the communities. Consequently, great attention was paid to ensuring that all those involved with the project realized that the quality of the relationships established with the influential "elders" in the communities would determine the amount of cooperation and participation they could expect in the communities and therefore the overall quality and usefulness of the final product. This line of action was a conscious one, as exemplified in the coordinator's concern, expressed to the External Evaluation Team, that proper protocol be observed in interviewing the members of the communities. One clear reason for this approach was the understanding that the practicality and relevance of the Readers (quality) was dependent on the goodwill and cooperation of all the community members, which would only be evidenced if a proper relationship were

established and maintained between the Reading Society members and the public, particularly the elders.

Summary

The need for a project which would allow for the development of a relevant series of readers for the youngsters in the three Little Red River communities was immediately apparent to the educators in these communities. The specific goal, as defined within the region, was quite clear, though the process adopted to attain that goal was, at least from the coordinator's viewpoint, quite complex. Possible problems associated with this complexity were avoided by breaking the project down into discrete, manageable work - units. In the early stages of the project the relationship between the local Society and the provincial Education North body was neither clear nor simple, particularly in the area of finances and reimbursement. Nor does it appear that prior to May 1980, when the local Society appealed to The Minister's Advisory Committee, any attempt was made to simplify these matters. Clarity and complexity seem to be inextricably interwoven in this project.

The quality and practicality of the end product was always a concern and a priority with the coordinator and the Board of the Little Red River Reading Society. They consciously attempted to ensure a high standard in this regard by ensuring that the goodwill and cooperation of the communities towards the project was established and maintained. They also planned, from the inception of the project, to obtain the service of qualified experts in those areas where it was not available locally.

Characteristics at the School District Level

The History of Innovative Attempts

There was no indication in The Little Red River Society that this factor affected the project in any negative manner. The coordinator was not required to deal with any reluctance or fatalism on the part of the educators or the community members which might have been caused by negative experiences with previous attempts at change. Education North was seen as a means to obtaining the resources to conduct a specific task which the Society members appeared to be quite confident they could accomplish. It may well be, keeping in mind Fullan's (1982: 64) point that "people carry meanings from one context to the next," that the teachers in the three schools involved with the project were favorably disposed towards the change by their involvement with, and the apparent success of, the Integrated Curriculum Adaptation for Northlands project (ICAN) which had been functioning with Divisional support since 1974.

The Adoption Process

In examining the manner in which the project was adopted, by the teachers initially, and later by the members of the three communities, one is unable to find any indication that this factor impeded the implementation process in any way. The teachers accepted the directive stance taken by the superintendent and a sufficient number of them supported the endeavor actively from the moment of its introduction. There is no evidence that community members hesitated about joining the project because it was introduced by teachers, nor is there evidence that they were favorably disposed towards the project because of the involvement of the educators.

In many respects the process of adoption appeared to be bureaucratically oriented in nature. Nonetheless, in this case the decision - making process does not appear to have been accompanied by limited implementation, nor is there any indication that teachers and

administrators were indifferent regarding the success of the project.

Central Administrative Support and Involvement

There is clear, incontrovertible evidence that the Northland School Division provided considerable support for The Little Red River Reading project during its entire duration. The project was initially introduced to the teachers and the community members by the Superintendent of the School Division, Mr. Weaver. The School Division provided release time to those educators involved in developing the proposal and the Superintendent himself also took an active part in this development. All of the earliest correspondence with the provincial Education North office was by Mr. Weaver, on behalf of the Little Red River group. In a letter of March 19 1979, which he wrote to Mr. Dumont, the provincial coordinator for Education North, Mr. Weaver referred to himself as "an interested party in the Jean D'or, Garden Creek, Fox Lake Education North project." In this capacity he applied for "... front - end organizational money for the project." He also indicated that up to this date Northland School Division had subvented the project in these three communities. It was Mr. Weaver too, who informed the provincial Education North office of the appointment of Mr. Ian Sewall as the coordinator in Little Red River. He it was who approached a law firm in Peace River to proceed with the arrangements for the incorporation of the group under the Alberta Societies Act. Indeed, until the end of summer 1979, all correspondence regarding the project was sent to Mr. Weaver at the Northland School Division office in Peace River. This amount of "support" for the project was viewed by certain members of The Minister's Advisory Committee as equivalent to excessive intrusion into, if not downright control over, what was intended to be essentially a community - based project. If anything, the fact that there was so much central office support for the project in evidence, may have been a disadvantage rather than an advantage, at least as far as obtaining initial Ministerial approval was concerned.

The central office support was less visible after Mr. Sewall's appointment, though it

was still quite substantial. Mr. Sewall himself stayed on Northland staff and school facilities were still used for project purposes. Executive members of the project were granted release time to attend Society meetings when this was necessary.

Staff Development (in - service) and Participation

This factor was not addressed formally in the Little Red River project. Teachers and community members were informed about what would be involved in the project and were invited to participate. Those who became active within the Society were given specific tasks and were provided with the means to accomplish these tasks. Formal development sessions were not held, nor was there considerable input, other than from the executive, into the shape of the organization or the product. The book of legends, *Kayas*, provides an example of this type of decision - making, where the decision to produce it and the decisions regarding its circulation were both taken by the executive, acting on the coordinator's recommendations.

The decision regarding the nature of community involvement seems to have been based very largely on the understanding which the coordinator and executive officers had of the social dynamics of the communities. For example, traditional practices were observed by those collecting the stories and token gifts of tobacco were given to the story - tellers. This exchange of commodities placed a value on the story, but most importantly, it observed time - honored practices which the elders approved and sanctioned. It seems that the processes adopted in the Society came close to being related to the "ad - hocism," of which Fullan (1982: 66) speaks somewhat critically. He explains this approach as "the use of single, segmented solutions unconnected or unintegrated with their systemic realities. The result is more participation here, more materials production there, more in-service training everywhere - more, more, more."

While there is no evidence of training, neither is there any evidence that people were assigned tasks which they were unable to carry out. The coordinator provided support where

necessary, at the community level, and where it was necessary the Society purchased the services of experts, for example in writing final versions of the stories and in the entire area of printing and publishing.

Time - Line and Information System (evaluation)

The three year time span of the project appears, in retrospect, to have been well - suited to The Little Red River Reading project. Once appointed, the coordinator, Ian Sewall, planned the activities which the Society would have to engage in to produce the grade two readers, and organized activities in a suitable time - framework. It would seem that in terms of this project the time - line was "neither unrealistically short nor casually long." The project proceeded smoothly and there were no overly - intensive episodes when staff were overloaded or unduly pressured.

The decisions within the Society regarding the building up of suitable lists of words for the grade two readers and the process of ensuring, firstly, that the readers contained the basic words, and secondly, did not contain words which were too difficult, dealt with the matter of evaluation or screening, initially. In large part, this was a task for the writers whose services were hired. More comprehensively, however, the readers were not pilot-tested or validated until after the project had run its course in 1982.

Board and Community Characteristics

The School Board of the Northland School Division was not involved, other than in providing initial approval for its operation in its schools, in the operation of The Little Red River Reading project.

Great attention was paid to the characteristics of the three communities however. In the first case the project itself focussed on a need for these three communities. Secondly, within months of the hiring of the coordinator, a structure was in place with three local assistant-

coordinators, one in each of the communities. Thirdly, the operation of the project involved local people extensively, doing the tasks they were capable of doing well. An example of this would be the illustration of the readers and the posters. Wherever possible, local residents were used in the work of the project. Finally, the project was established and operated in such a way as to ensure representation and involvement from individuals in all three schools and in all three communities, as assistant - coordinators, story collectors, story tellers, and where paractical, as members of writing teams. There was a local consulting team with representation from all three communities.

Summary

In examining the factors associated with the School District level it is apparent that a number of them were identified as of relevance in the project and steps were taken to ensure that they operated so as to favorably influence the project. Other factors functioned in this manner though no deliberate action was taken to ensure that they would do so. Finally, a number of factors do not appear to have affected the project and were not considered by the project organizers.

Attention was paid, both in the formulation of the project proposal and in the operation of the project, to particular characteristics of the communities and the region. Attention was also paid to working the project into the assigned time - line and also to ensuring that the time allocated to each particular phase of the project was sufficiently long.

It is clear that there was support from the central administration for the project. It would appear, too, that the adoption process was effective in these communities to both the teachers and community members. Neither of these factors were attended to overtly by the project members as there was no apparent need to do so.

While there was no deliberate recruitment of teachers to the project, other than in the early, introductory efforts by the Superintendent of Schools, Mr. Weaver, the fact is that

sufficient teachers were involved at all times to assist in the operation of the Society and so a recruitment campaign was unnecessary. Nor does it appear that there was any need for in-service training of any great intensity.

Finally, it is not possible to see that any direct impact on the project of previous experiences with change efforts which participants might have had. There is no evidence that Society members felt that this factor would play a part in the project. Rather, there was a quiet optimism evident from the earliest days of the project, that, given the financial resources, the proposed project would be carried out.

Characteristics At The School Level

The Principal

The principals in all three schools associated with the project indicated their support for the project from its introduction into the communities. During the life of the project two of the three schools experienced changes in the principalship but this did not diminish the support or involvement. The first president of The Little Red River Education North Society was the principal of the Fox Lake school, Mr. Colin Kelly. The coordinator of the project, Mr. Ian Sewall, had been the principal of the Garden Creek school immediately prior to his appointment as coordinator. The second president of the Society, Mr. Steve Walker, was the vice-principal of the John D'or school. The support which the principals provided to the project and their involvement with it may have been encouraged by the obvious favor in which the Superintendent, Mr. Weaver, held the enterprise. It may well have been sustained by the popularity of the coordinator, Mr. Sewall, among the community members and among the teachers in the three communities. The fact is that there was never any indication of unwillingness to support the project by any of the principals, and when their overt participation was required, such as in organizing writing or drawing contests in their schools, they were quite willing to cooperate.

Teacher - Teacher Relations

There is no indication that the Society coordinator or executive members addressed this factor deliberately or unconsciously during the life of the project. The cooperation of the teachers was forthcoming at all times and no indication ever arose that teachers could not or did not find support for their efforts in other teachers. Generally speaking, teachers in all three schools indicated that they were very satisfied with the schools in which they worked. This satisfaction with the Little Red River schools was found in the responses to the questionnaires given to teachers in all project schools in 1980 and again in 1982. It seems that the climate in these schools could be described as satisfying to the teachers and no evidence surfaced in the Education North project indicating an unwillingness by teachers to cooperate with and support one another.

Teacher Characteristics and Orientations

It must be noted that the focus of the project was the development of a series of readers, the need for which had been identified and recognized by the teachers in the area. Consequently the major focus of the Little Red River project was quite in keeping with the orientation of the teachers.

In terms of teacher involvement with the project, the participation was sought in those areas in which they had expertise, such as the writing and content - related areas of the readers. They also adopted leadership positions in the Society, a fact which was referred to earlier, but this too, was in keeping with their positions within the schools and with their expertise.

Summary

There is no evidence that direct, overt consideration was given to the three factors identified by Fullan as characteristics at the school level, in The Little Red River Reading

project. Nonetheless, all three factors worked in a positive manner, aiding the implementation of the project. Underlying this support may well be the fact that the project appeared to have a high degree of relevance for those involved in the schools. The fact that the teachers were satisfied with the working atmosphere in the schools may also have increased the possibility of their working cooperatively and supportively on the project.

Characteristics External to the Local System

Role of Government

It was inevitable that those interested in establishing and operating an Education North project in The Little Red River communities would have to consider and accommodate governmental involvement and requirements. The project was being funded through and by governmental agencies. It was government, and more specifically, the Planning and Research Branch of Alberta Education, which controlled the manner in which reimbursement would be made to local projects. It was government, in the form of The Minister's Advisory Committee and the Education North office which insisted emphatically and consistently that there was a need for local involvement in the project. The local Society was obliged to take these provincial requirements into account when planning and operating the project.

As has been seen, the question of funding and reimbursement caused considerable difficulty in this project, particularly prior to late 1980. At that time matters were resolved so that debts incurred in good faith by the Society were paid off by the government though the Society had not actually been authorized to spend the money in the first case.

Overall, it seems there was an extremely amicable relationship between the representatives of the government - the chairman of The Minister's Advisory Committee and the provincial coordinators and those involved with The Little Red River Reading project at the local level. While the reimbursement and copyright difficulties did arise, it was possible to resolve these difficulties in a manner which appeared satisfactory to both parties.

External Assistance

The coordinator of The Little Red River Reading project and all those associated with it were in no doubt that if they were to be successful they would have to seek and obtain assistance from sources outside their own project. There was professional assistance required, which would have to be purchased and there was additional financial assistance required if the readers were to be published.

Mr. Sewall assembled his professional writing team and contracted with them to do the final writing and editing of the stories to ensure their suitability as grade two readers. This team consisted of professional educators with expertise in the area of native education and particularly reading and language arts. Some members of this team were teaching in the project communities while others were not. All were paid for their services though the honorarium was quite moderate. Secretarial services too, were purchased when necessary though most were provided locally on a voluntary basis. Mr. Sewall sought and obtained advice on publishing the Readers and the book of legends from a number of publishers but eventually listened most closely to the treasurer of the Alberta Cultural Heritage Trust Foundation, Mr. Sam Donaghey.

On the advice of Dr. Sherk, the chairman of The Minister's Advisory Committee for Education North, Mr. Sewall sought financial assistance for The Little Red River project from a number of sources in November 1980. As a result of these requests the project received over \$36,000.00 from the Cultural Heritage Foundation and \$5,000.00 from Alberta Culture. While Mr. Sewall obtained considerable advice and assistance from Mr. Donaghey, who had visited John D'or and Fox Lake in January 1981 to discuss the project and its needs, there is no indication that these grants imposed conditions on the project team which obliged them to follow a course of action which they perceived to be not in keeping with the overall aim of their project.

Summary

Both of the factors which Fullan identifies in this broad category appear to have been the focus of direct action by the members of the Little Red River Society. As with all local projects, interaction with government was inevitable. However, while difficulties were encountered in certain aspects of the relationship these were resolved happily in all cases. The difficulties may have been the result of both parties attempting to work their way through what was not a clearly defined process. The resolution of these difficulties would appear to have been aided by the manner in which the coordinator and the other members of the Little Red River Society presented their case and the obvious commitment towards the project which they displayed.

It was necessary, in this project, to obtain external assistance of various types. In all cases the assistance obtained appeared to be integrated into the plans and procedures developed by the Society. Consequently the assistance stimulated the implementation of the project in the direction which had been set at the outset.

CONCLUSION

As in the Lac La Biche project, factors in all four of the broad categories identified by Fullan appeared to influence the Little Red River project directly. In many cases, however, the influence was not affected by any direct action on the part of either the coordinator or other Society members. Many of the factors can be clearly seen to have not functioned negatively in the implementation process in this project though it can also be seen that there was no direct action taken to ensure that their influence was, in fact, positive and supportive. In examining the characteristics of the change itself it is apparent that there was a high degree of need for the project. This seems to have been agreed to by both the teachers in the communities and the native people. The purpose and nature of the project were both simple and clear to all

involved and the process which was chosen to carry out the project, while essentially quite complicated, was broken down into discrete, manageable tasks by the coordinator.

The complex process involved in operating the project to meet government requirements was only simplified after the first year of operation and was a factor which does not appear to have been deliberately addressed in this or in any other project, before May 1980. At this time the Board of the Little Red River Society explained how the reimbursement process was strangling their project. Their plea to simplify the process was listened to and within months involved in a tidier financial arrangement.

At the School District level it seems that all six of the factors identified by Fullan worked to assist the implementation of the project. In many cases, however, this cannot be seen as a result of any conscious intervention on the part of project personnel. Nor is there any evidence that had these factors not been positively inclined the coordinator or Society directors would have intervened to make them so. Only in the areas of planning within suitable time-frames and taking community characteristics into account can we see definite decisions being made by the coordinators. The other factors in this category all appeared to be supportive of the implementation process, however, and consequently action was not required.

In the same manner, the three factors identified at the school level all supported the implementation of the project and did not require intervention on the part of the coordinator other than to sustain the interest and motivation of the school people throughout the life of the project.

Both of the factors which Fullan identifies as external to school system were involved in, and had to be considered in the Little Red River project. Initially, it appeared that the nature of government involvement was not facilitating the implementation of the project in this Society. It appears that the Society accommodated the desire for local involvement without any great difficulty though the financial restrictions were to cause problems for the Little Red River

group right through to the end of 1980. This was in spite of the fact that the coordinator and president of the Society presented very strong arguments in favor of modifying the reimbursement process and providing a portion of the allocation to each Society at the start of each operational year. This recommendation was made to the Minister's Advisory Committee in May 1980 and was approved by that body. The need for change in this area of operation was also recommended by Ingam and McIntosh (1980:126) in their first annual report.

Other than in financial matters government officials both on the Minister's Advisory Committee and in the provincial Education North office had a very good supportive relationship with the members of the Little Red River Society. It was at the urging of the Chairman of the Minister's Advisory Committee that the coordinator, Mr. Sewall, sought the additional funds which were obtained, and which ultimately permitted the Society to accomplish its purpose.

Both of the factors in this category were addressed directly by the members of the Little Red River Education North Society and it appears that they were successful in bringing about a state where the factors both worked to assist in the implementation of the project.

While many of the fifteen factors do not appear to have been given any consideration in the Society it may be only because its activity with the project was not noticed. Had any of the factors been functioning against the implementation, its presence would have been more noticeable and might have been forthcoming. In the few cases where direct action was required the coordinator took the necessary steps to ensure that those factors worked in favor of the implementation.

SLAVE LAKE

Characteristics of the Change

Need and Relevance

The Slave Lake School -Community Liaison Committee had decided at a meeting on November 13, 1978 that "a program designed to stimulate parental involvement was ... the community's greatest educational need." What this program would be was not decided on at this meeting or subsequently and this lack of clear purpose appeared to cause problems for the Education North Society right throughout its existence. Programs were, in many cases, adopted by the Society without consideration as to their need or relevance in the particular setting in which they were to be implemented. Examples of this were the Resource Inventory and the short-lived Lunch time fun programs. Of the ten items given top priority in the list of twenty-eight which were drawn up at the meeting of January 17, 1979, no attempt was made to set up programs in five of the areas, two areas had programs operating very briefly and not very successfully - classroom meetings and basic costume departments - and the only areas where sustained effort was maintained were relating to newsletters and parent effectiveness training.

There is no evidence that the Slave Lake organizing group or its coordinator identified a specific need which it, as a group, might address through the Education North project. When the Minister's Advisory Committee and the provincial coordinator attempted to insist that this be done through the refining of the Schedule A or the proposed plan of action for the Association, there were financial delays and other unacceptable repercussions. Consequently the agreement between the Minister of Education and the Slave Lake Society was signed while the need for what the Society proposed to do, and indeed how it proposed to do these things, had still not been sufficiently defined. Fullan (1982:57) pointed out that "teachers, frequently do not see the need for an advocated change. He also pointed out that "... implementation is more effective when relatively focused on specific needs are identified." In the Slave Lake situation it does not seem that teachers were convinced of the need for some

of the interventions which were attempted, e.g. the parents in the classroom project, nor does there appear to have been an attempt made to clearly define the specific needs which the programs were to meet. This fact is borne out by comments made by the principals of the schools in interviews held in May 1981, when it was possible to examine the manner in which the Association had functioned for two years.

Mr. Dennis Woodard and Mr. Allan Wahlstrom, the principal and vice-principal of E. G. Wahlstrom School respectively, indicated that "there is a feeling within the School that they are being pushed by the Association." They both felt that "... there's already a great deal of involvement of parents. There's nothing that wasn't there before Ed. North came along." They indicated that, in their opinion, the Association had adopted the wrong approach. There were already too many clubs and meetings in Slave Lake. "Involvement doesn't mean going to meetings." They would have preferred a program which would have emphasised the need for parents to "... make sure the children have a place to do their homework, coming to school to discuss their children's report cards, and making sure they get off to school in the morning." They stated bluntly that "... you don't need an organization like theirs to do what they're doing there are better ways to spend the money being spent on Education North."

Mr. Barry Stangland, the principal of Roland Michener High School, indicated that there had been little or no involvement by Education North in his school. He mentioned that the student, who had represented the student body on the Board of Directors, had given up her position. She indicated that "my opinions don't mean much to the Board." Mr. Stangland felt that the Association was "suffering growing pains," but he also felt that "there is a gap between school and community and this gap has to be closed." The frustrations of the Education North Association merely pointed to the difficulty involved in devising suitable means of doing this.

Ms. Lorelli Barbutza, the principal at C. J. Schurter School, indicated that the only involvement her school had with Education North was through the grant of \$560.00 per year

which the school received to operate its newsletter. She indicated that for years there had been extensive involvement of parents in her school. "Apart from funding assistance Education North has not made a contribution." She indicated that while she would like the funding to continue, "the superstructure, i.e. the Board, is not necessary."

Clarity

The need, as defined by the Slave Lake School - Community Liaison Committee, was vague in nature and did not lend itself to a clear description of goals or means as far as projects were concerned. Nor is there evidence that the Slave Lake Education North Association - - neither the coordinator or the Board members - - paid a lot of attention to establishing clear parameters for what the Association should do and what means it should adopt in attempting to implement its program.

In one sense this left the Association with an extremely broad field in which to operate. Any program which was remotely connected with education could be seen as falling within the scope of the project. From another perspective, however, this lack of clarity caused unease and discomfort in both the schools and community and led to charges that the Association did not know what it was doing and that it would be more effective if the money which was given to the Association were provided directly to the schools.

There was considerable lack of clarity also in the operational area which the Association established for itself and in the expectations which were held for the coordinator. In the minutes of the November 8, 1980 meeting we find such details as the purchase of one film being authorized by motion of the Board. At the following meeting, on December 3, we find the purchase of \$1,000.00 worth of resource materials being authorized. Neither purchase appeared to be justified in the context of a specific program and appeared to be of an "ad hoc" nature, in response to a specific request. (There is no record of Mr. Harrold ever buying the film or reporting on its cost).

Mr. Harrold indicated that his problems with his Board stemmed from a lack of clarity regarding what he should be doing. Because of this he found himself "pulled in different directions. There were too many chiefs and only one Indian -- and that was me." He indicated, in an interview in May 1981, that the guidelines for his job were very general and imprecise. He stated that "the only guidelines I had were ones that I developed. I expected more definite guidelines than the Board gave me ... On top of this they showed very little trust in me."

It seems obvious, from an examination of the case study, that the members of the Slave Lake Community Education Association did not pay attention to clearly defining the purpose of their Association or the means whereby this purpose would be attained. Operational guidelines and staff roles were not defined sufficiently clearly either and this led to problems in the operation of the Association.

Complexity

It does not appear that the tasks which the Slave Lake Community Education Association attempted to undertake were particularly complex. The difficulties which arose and which have been referred to earlier appeared to have their origin more in the areas of need and clarity rather than in any inherent complexity in the programs. What appeared to be very specific targeted programs ran into difficulties mainly because the need for them was not apparent to all involved or the means whereby the program would be implemented were not specified in a sufficiently clear manner.

Quality and Practicality of Program

This factor is clearly associated with that of "need and relevance." A number of the programs which were sponsored or subsidized by the Slave Lake Community Education Association were of such a nature that they provided a service which was felt to be required and appreciated either in the schools or in the parent community. By and large these tended to fall

into the area where the Association provided funds to a program which operated independently of the Association. Examples of these would be the Block Parents Program and the Schurter School Newsletter. These programs were considered to be of high quality and served a specific purpose. Both operated independently of the Slave Lake Community Education Association though they received money from that source.

The quality of the programs operated by the Association does not appear to have been of the same high standard. Some programs operated for a short period of time and then collapsed while many more never really became operational. Mr. Harrold, in the document which he prepared in late November 1980 in an attempt to make a case that the coordinator's position should be re-classified to full-time, pointed out that of fifteen program areas where committees had been set up, only in five of them had money been spent. In addition to the areas already mentioned the "active" committees were the Newsletter, the Parent Effectiveness program, the Lunch Time Fun program, and the E. G. Wahlstrom Parent Committee. (No money had yet been given to the Schurter Newsletter). Only two of these committees were completely sponsored by the Slave Lake Community Education Association as the Parent Effectiveness Committee and the Wahlstrom parent group were both in existence prior to and functioned independently of, though with assistance from, the Association.

In that the entire Education North project emphasized that involvement of the community was to be a key component, the attention to the quality of this process whereby this was to be accomplished in Slave Lake appears to be lacking.

Summary

In examining the case study of the Slave Lake Community Education Association one finds that insufficient attention was paid to specifying clear needs within the community before interventions were planned. In some cases programs were planned and implementation

attempted without ever determining the extent of the need or indeed whether a need existed at all.

Little or no attempt was made to clarify the means which should be adopted to implement particular programs and programs were set in place and set aside in a piece-meal fashion with no clear view of any inter-relationships between the various individual programs. The activities of the Association appeared to lack any clear focus and did not appear to fit into any clear, broad plan. Roles of Board members and of the coordinator were not set out clearly and performance expectations were not specified.

Given the apparent lack of clarity in the areas mentioned above it is not surprising that though the programs which the Association attempted to implement were not inherently complex, difficulties were encountered because of the absence of clear guidelines and operating procedures. Complications arose when attempts were made to implement programs in areas where the school based personnel felt there was no need. Complications also arose when operating procedures, such as the bookkeeping, were found to be deficient. It is impossible to separate the complexity factor from those of need and clarity.

Finally, the matter of the quality of the programs which the Association undertook does not appear to have been given much attention during the first two years of the project in Slave Lake. In particular, there does not appear to have been an emphasis placed on the quality of the process whereby the programs would be implemented despite this emphasis on process in the provincial Education North directives.

Characteristics at the School District Level

The History of Innovative Attempts

This factor does not appear to have been given any attention in the Slave Lake Association and it is not possible to determine whether it affected the project in any way. Fullan (1982:64) indicates that "this psychological history of change is a major determinant of how

seriously people try to implement new programs. To predict and to understand individuals' and groups' response to particular innovative programs, one must know their immediate past history." There is no indication of what this past history was in the Slave Lake schools and no attention was paid to this factor by the Association.

It would be presumptuous to assume that the lack of teacher involvement with the project on a large scale should be attributed to this factor. (There were almost seventy teachers in the three schools and only a handful became involved with Education North). As has been pointed out, other factors also appeared to work against the effective implementation of the project. It was pointed out, however, by Mr. Rene Anctil, the Superintendent of Schools, in an interview with the External Evaluation Team in April 1980 that the schools in Slave Lake tended to shy away from parental interference. He indicated that organizations like the Home and School Association did not have a good reputation in the schools. He stated that in his opinion "not enough effort has been made to win school support."

The Adoption Process

It would appear that the planning for implementation and the implications of attempting to implement the project were not considered at all by the Slave Lake group prior to the decision to become part of Education North. As a consequence of neglecting this area the needs assessment was not, apparently, dealt with methodically, nor was a flexible program developed which was compatible with the needs perceived in the schools. In this sense, it would appear that the Slave Lake Community Education Association may have neglected to attend to a critical factor in the entire implementation process.

The appointment of the coordinator is clearly associated with the adoption of the program. There is no indication that those involved in hiring the coordinator considered whether or not he would be effective in working with the school principals and teachers. In interviews held in 1980 and 1981 it is apparent that the educators did not consider the

coordinator to be ideally suited for his position. This was particularly true in E. G. Wahlstrom School where most of the Association's efforts were applied.

District Administrative Support

The support of the High Prairie School Division for the Education North project was evident throughout its three year duration. The project was first introduced to the School Community Liaison Committee by the Superintendent of the High Prairie School Division, Mr. Rene Ancil, and one of the Assistant Superintendents, Mr. Dan Vandermeulen. Mr. Vandermeulen prepared the "prospectus" which was submitted to the Minister's Advisory Committee on December 8, 1978.

Further evidence of the School Divisions's willingness to support the project was forthcoming in the \$2,000.00 loan which it provided to the Association in October 1980. Mr. Ancil continued to serve as a member of the Board of Directors of the Association until 1981 when he resigned as Superintendent. He was replaced as a Board member by Mr. Jon Ord, an Assistant Superintendent with the Division.

While the matter of Central office support for the project was never attended to by the Association staff it was a matter which was patently clear to both the Association members and the teachers in the Slave Lake schools.

Staff Development (in-service) and Participation

This factor was not one which was attended to and this fact may have worked against the implementation of the project. It seems, however, that this factor ought to be examined while keeping in mind the factor relating to need. Fullan (1982:67) points out that "Implementation, whether it is voluntary or imposed, is none other than a process of resocialization." Training and development are required in order to assist people in learning ... new ways of thinking and doing, new skills, knowledge, attitudes." Education North was not

in a position to force participation and there is abundant evidence that many of the teachers saw no need for the types of projects it proposed. This meant that there was even greater need for assistance for those who were willing to become involved with the project, in order to maximize the likelihood of successful implementation and consequently obtain the support and participation of those who were initially reluctant to participate. No supportive teaching or development structure was established, however, for either teachers or community members. The "sustained interaction and ...development which Fullan (1982:67) considers "crucial regardless of what the change is concerned with" were never organized or considered necessary. When one considers, however, that the need for many of the programs was never solidly established, one may be less disappointed that effort was not spent on development and training which might merely have encouraged people to engage in meaningless and unnecessary activities.

Time - Line and Information Systems (Evaluation)

There is no evidence in the Slave Lake case study that consideration was given to the appropriateness of the overall time line for the project or to the time allocations for particular programs. Nor does it seem that this factor affected the programs in any negative manner. It would seem that there was ample time in which to implement the proposed projects but other factors intervened in some cases to thwart these efforts.

The matter of information systems appears to be completely separate from that of time constraints. It would appear that by and large the Association and the coordinator obtained sufficient information regarding their programs to enable them to make reasonably comprehensive and accurate assessments as to their success though this does not appear to have been collected in any formal, organized manner. The reports to the monthly meetings clearly indicate the awareness of the state of the programs throughout the life of the project. The information system appears to have been sufficiently sensitive in that it provided the

Board and the coordinator with a clear understanding of their project as it was progressing. In addition to the matter of collecting information, however, Fullan (1982:64) also raises the question of how that information should be used and it is not apparent that the Slave Lake Community Education Association attended to this aspect of evaluation in any detail. As has been mentioned, the relevance of many of the programs was not apparent to the teachers in the schools. Programs were floundering because of lack of participation and disinterest. Still these programs were kept alive, though barely, and crucial decisions regarding continuation were never dealt with. As far as the information system in the Slave Lake Community Education Association is concerned, the major area of deficiency appears to be not in the information which was generated but in the fact that information was not used as a basis for informed decision-making.

Board and Community Characteristics

As has been mentioned the School Board was not an active component of the Slave Lake Community Education Association though it did, through the central office administrators, provide consistent support for the project. The second Board, namely, the Board of Directors of the Association is a factor which should also be considered, however, particularly in the context of this project.

The first Board of Directors was made up largely of people who had been active in the School-Community Liaison Committee. This is not surprising as this committee had spearheaded the efforts to establish Education North in the community. This group was closely-knit and had a particular view of what the Education North project should accomplish in the community and in the schools. It appears also that this group enjoyed the position of power which they perceived themselves to be in and which are manifested in the tight control which they exercised over petty details of the project. There was criticism voiced at the executive meeting of January 23, 1980 that the Board was acting too bureaucratically and not

involving community members enough. In an interview on April 30, 1980, the Superintendent of Schools, Mr. Rene Anctil, indicated that in fact there had not been very much community involvement in the activities of the Association. In an interview with Ms. Kay Abbott and Ms. Lorelli Barbutza of the C. J. Schurter School in May 1980 the same criticism was lodged - - community people have not been involved in the project.

Though the Annual Meeting of the Association on March 11, 1980 led to a change in leadership within the Association it does not appear that the new group was any better at involving non-executive members in the programs than was the earlier executive. This meeting indicated that there were at least two factions within the Association and immediately after this meeting the "ousted" faction withdrew its support and three executive members resigned from the Board. No attempts were made to deal with the differing groups within the Board and within the community. The fact that this split existed was referred to by the three members who resigned, when they were interviewed in May 1980. All three spoke with some bitterness of the manner in which they had been replaced and were convinced that the Annual General Meeting had been "stacked."

It may be that failure to deliberately deal with the particular characteristics of the groups within the community and within the Board of the Association caused difficulties for the project which negatively affected its implementation.

Summary

With the exception of the support and involvement of the central administration in the School Division it would appear that failure to attend to five of the six factors in this category may have caused problems for the implementation of the programs decided upon by the Slave Lake Community Education Association. The Association was not required to deliberately solicit support from the School Division as this was already forthcoming but in all other areas there is no evidence that the factors were considered as possible contributors to the success

or failure of the Association's efforts.

Characteristics at the School Level

The Principal

Interviews with the principals in all three schools indicated that they were less than enthusiastic about the efforts of the Slave Lake Community Education Association though all three indicated that they would be happy to receive support, financial and other, for school-initiated projects. While this changed slightly, in a positive direction over the course of the project there is, nonetheless, clear evidence in the interviews that the Education North Project had not succeeded in obtaining the support of the principals for the programs it wished to implement through, and in, the schools.

There was no notable difference in the general tone of the responses received in the interviews in May 1980 and those received in May 1981. At C. J. Schurter School the involvement was noted in 1981 as being purely financial and the principal liked it that way. At E. G. Wahlstrom School there was some resentment as the staff felt that this school had been singled out by Education North for special attention while they perceived that they already had sufficient parental involvement and had good rapport with the community. At the Roland Michener High School the principal, Mr. Stangeland, indicated that there had been "no programmatic relationship" between the school and the Association, though there was a teacher representative on the Board and, for a short period, a student had also served on the Board.

It must be considered likely that the failure of the Association to obtain the support and involvement of the principals in the three schools in Slave Lake had a negative impact on the implementation attempts in those schools.

Teacher-Teacher Relations

There is no evidence that the Association paid any attention to this factor. While there is not any evidence either, that the relationship between the teachers affected their views of the project it seems reasonable to assume that the consistent non-participation by the vast majority of teachers in the project indicates a cohesiveness and collegiality among them. This was not considered as a possible hindrance to implementation by the Association's Board of Directors or coordinators and no steps were taken to win over influential individuals to support the proposed programs. No steps were taken either to adjust programs to ensure that they would be attractive and beneficial to the opinion leaders among the teachers. The interviews with the principals in May 1981 indicated that teachers were, at that time as reluctant as ever to get involved with the Slave Lake Community Education Association.

Teacher Characteristics and Orientations

As with the previous two factors at the school level, there is no indication that the Education North-sponsored programs in Slave Lake were designed to take the characteristics or orientations of individual teachers into account. There was a general feeling, voiced in a number of the interviews with school administrators, that the type of involvement which the Association was seeking was different from that which the teachers wished for. It was mentioned in one interview that "they would prefer a conception of involvement that emphasizes support for the school rather than attendance at meetings." It was mentioned in another interview that members of the staff had been encouraged to bring forward proposals for consideration by the Association. "Two proposals were presented and both were turned down, leaving a residue of resentment." In a third interview it was pointed out, in reference to the Parents as Tutors program which had never been implemented that, "even the Wahlstrom representative on the Board was not interested."

As with a number of other factors, the Association, in planning or attempting to

implement aspects of its program, does not appear to have taken the orientations and desires of the teachers in the schools into account. Failure to do this may well have hindered the implementation attempts of the Association.

Summary

It would appear from an analysis of the Slave Lake Community Education Association case study that there were no deliberate attempts made to ensure that the three factors, identified at the School level, worked to support the implementation efforts. There is no evidence that attempts were made to win over the principals either by deliberately designing programs which would be attractive to them or by trying to convince them of the merits of the programs which were proposed.

The relationship which existed between the teachers does not appear to have been considered either, as a factor which could, if properly dealt with, influence the way in which the teachers viewed the Association and its project. No attempt was made to identify or influence opinion leaders in the teaching force and consequently, insofar as the teachers were a cohesive, collegial group they would appear to have been most influenced by the apparent pervasive reluctance to participate in, or become involved with, the project. This second factor could well have been compounded by the fact that no consideration appears to have been given to the desires and orientations of individual teachers when programs were being selected by the Association. Overall, it would appear that the Association paid no attention to those factors which could have elicited support for the project at the school level. This would appear to have decreased the likelihood of effective implementation.

Characteristics External to the Local System

Role of Government

Like all the Education North project societies the Slave Lake Community Education Association was obliged to operate its program in accordance with the procedures laid out by the provincial government and specifically the Planning and Research Branch of Alberta Education. These constraints appeared to affect the Slave Lake group most during the earlier stages of operation as they attempted to satisfactorily define their proposal and come to an agreement regarding their Schedule A or plan of action.

In somewhat unique ways, however, the Association encountered difficulties in its relationship with governmental agencies in two particular areas during its final year of operation. The first of these difficulties had to do with the failure of the treasurer of the Association to submit an audited statement of the financial state of the Association until September 1980. It had been due approximately four months earlier. The January 13, 1981 meeting of the executive of the Association passed a motion requesting the former treasurer to refund the payments made to him since the problems regarding the audit "....has caused the Board a minimum loss of \$6,000." A rather terse letter was sent to the former treasurer, dated February 10, 1981 and signed by the president, vice-president and secretary of the Association. In this letter it was stated that "your failure to send in an end of year claim has cost the organization over \$14,000. in direct bills from last year which must be paid out of this year's budget allotment." It appears that both figures are somewhat exaggerated though it is true that the Association did not receive its full financial allotment as it failed to comply with government requirements.

The second area of disagreement is in regard to the re-classification of the coordinator's position to full time and the refusal of the provincial coordinator to recommend such an amendment to the Ministerial agreement. This increased tensions within the Association and may have ultimately contributed to the resignation of Mr. Harrold as coordinator of the Association.

Other than in these two areas the Slave Lake Association appeared to be able to function quite comfortably within the guidelines which had been set out by the government. The provincial coordinators provided assistance to the Slave Lake group throughout all stages of its operation and the relationship was generally seen as supportive towards the implementation of the Association's program.

External Assistance

The Slave Lake Community Education Association did not find itself in a position where it required external assistance in order to implement its program. From a financial viewpoint it was completely dependent on Education North funds. During the operation of its program it established contact with other groups, such as the Block Parents Association, the C.J. Schurter Newsletter group and The North Central Alberta Association for the Disabled. But in all these cases, as in others, the relationship was one whereby the Community Education Association provided financial assistance by way of sponsorship, and did not involve the receipt of assistance in return.

The Association tended, during its second and third years of operation, to move more into the provision of funding for activities which were managed by agencies functioning separately from it. Consequently, as Association - managed activities became fewer, there was no apparent need for assistance over and above the advice and support which was available from the provincial Education North office.

Summary

Some difficulties were encountered by the Slave Lake Community Education Association in its dealings with governmental agencies. It is apparent that some of these arose because of the fact that the procedures for drawing up the details of the proposals and the accounting procedures were not clearly specified. Other difficulties appear to have arisen

because of omissions within the Slave Lake Association.

The question of obtaining external assistance does not appear to have been considered by the Slave Lake Community Education Association. As the project developed it tended to move away from project - managed activities to projects which were managed by other agencies and funded either partially or totally through the Association. This tended to lessen the likelihood of external assistance being required in the implementation of the project.

CONCLUSION

It is possible, in the analysis of the case-study of the Slave Lake Community Education Association, to identify factors in three of Fullan's four broad categories, which appear to have impeded the innovation process and which were not attended to by the Association. Only in the last category, where factors external to the local situation were dealt with, is there no indication that failure by the local Association to consider the implications of the factors for the likely success of their implementation efforts, did not hamper the process. Even here, while there is evidence of the Association considering the factor of governmental involvement, the apparently inept manner in which the Association complied with government requirements caused hardship and problems.

For the most part, however, it appears that the factors listed by Fullan were ignored. There is little or no evidence that any attempt was made to establish the need for, or the relevance of the proposed programs. Similarly, the quality and practicality of the proposed programs was not attended to. There were frequent reports, in the interviews held with Association members and with school personnel, that the project was plagued by a lack of clarity both in its purpose and in the means which it proposed to adopt. There was no clear operational structure to guide the behaviour of Board members or of the coordinator. As a result of this factor not being attended to, confusion developed in attempting to implement

what appeared to be essentially simple, clear-cut projects.

In examining the factors at the School District level it appears that none of the six factors identified by Fullan were attended to. In one area, that of Central administrative support and involvement, there was no need for the Association to deal with it as the support and involvement was forthcoming from the time the project was introduced. It is not clear that all the other five factors impeded the implementation process. It appears, however, that aspects of the adoption process, failure to consider community characteristics and failure to engage in staff development indicate areas where the Association by - passed opportunities to increase the likelihood of successful implementation of its programs.

Similarly, the three factors at the School level appear to have been ignored by the Association. No sustained attempt was made to ensure that the principals and teachers were favorably disposed towards the project in general, and towards specific programs in particular. Nor were the preferences and interests and characteristics of teachers taken into consideration when programs were being designed.

The overall picture which emerges from the analysis of the Slave Lake Community Education Association is one in which little or no attention was paid to the factors listed by Fullan. In some cases the factors appear to have been favorably disposed towards the implementation of the project, through no apparent effort of local Association members. The two most notable factors in this category were related to central office support and the role of government. Unfortunately, neither of these factors appear to have been of sufficient strength to overcome the omissions in other areas.

WABASCA-DESMARAIS

Characteristics Of The Change

Need and Relevance

An examination of the Wabasca-Desmarais case study indicates that the Education North group in those two communities had considerable difficulty in deciding what precise form the project should take. Because of this it is extremely difficult to assess the extent to which the project group - - the Wabasca-Desmarais Education North Society - - managed to identify real needs within the communities.

This failure to focus on a specific need can be found in the preamble to the initial proposal which indicated that a number of people in the community were agreed that there was a lack of community involvement in the schools of Wabasca and Desmarais and it was felt that Education North could improve this situation. This vagueness was to continue. Janice Dean, the assistant provincial coordinator for Education North, mentioned in her notes of a meeting on February 3 1980 that she felt there was a lot of confusion as to the purpose of the Education North project. In June of 1980, Cecile Young, the newly - appointed coordinator, indicated in an interview that no specific activities had been planned for the project. She also stated that she hadn't been able to get clear directions regarding the work of the Society.

The fact that the Wabasca-Desmarais Society never identified a clear need which it might address could be seen as a major obstacle to the project's success.

Clarity

The points which have been raised in the discussion on need appear to apply equally well to clarity. There was a decided absence of clear thinking on both purposes and means in the Society possibly because no real need for the project was ever stated. References were made in interviews in June 1980 to the fact that community members had been very busy the previous winter. It was mentioned at a meeting later that fall that there were a lot of activities

proceeding in the educational area in the community - an evaluation of Mistassiniy School and Wabasca by the Northland School Division, the establishment of an Education Authority Board by the Bigstone Indian Band, the hiring of a Counsellor aide by Northland and the Bigstone Band, the burning of the School. In this milieu it was difficult to clearly identify an appropriate role for the Education North Society.

Complexity

As in some of the other Education North projects, the major sources of complexity were the inability to satisfactorily address the first two factors. Failure in these areas in the Wabasca-Desmarais Society would also appear to have caused complications in terms of defining roles and relationships for and between the executive and the coordinator. Conducting an essentially simple task may become extremely complicated when who is to do it has not been specified nor how it is to be done, nor when. Matters such as arranging meetings, sending letters, organizing signing authorities for cheques all become arduous, complex tasks in the Wabasca-Desmarais Society.

Ingram and McIntosh (1981:117), in referring to the inefficiencies in planning and managing the project, point out that "Repeatedly, key items of information were not communicated to key persons; meetings had to be re-scheduled; agenda and minutes were not prepared." In an environment such as this everything will inevitably seem complex.

The project activities which the Society attempted were few. Essentially they were simple. There is no evidence to indicate that simplicity was seen to be desirable but the successful Society efforts were in fact isolated, individual efforts such as the Campbell, - Two Feathers visit and visits from the Chinook Theatre group which were paid for by the Society but organized through the schools.

Quality and Practicality of Program (materials, etc.)

It is equally impossible to determine whether the programs were practical, given the environment in which they were to be implemented. As it is unclear what the purpose was which the programs were to attain it is not possible to determine their suitability for that purpose. The programs which were implemented involved the community members to a very small degree, other than as an audience in a performance and could not be said to have contributed significantly to greater participation on their part in educational matters within the two communities.

Summary

The four factors, relating to the change itself, which are identified by Fullan do not appear to have been considered in any appropriate fashion by the members of the Wabasca-Desmarais Education North Society. Insufficient attention appears to have been paid to the matter of defining the need for the project or what particular needs the project might meet in the community. Given the amount of educational activity already present in the area, and the fact that community members were so actively involved in all sorts of other activities, failure to seriously consider whether the Education North project was needed in Wabasca-Desmarais appears, in hindsight to have a very serious omission. The fact which the Minister of Education referred to in his letter which terminated the project in April 1981, of the lack of "sustained interest, locally, to enable the project to function as intended," may have resulted from the fact that insufficient attention was given to the need for the project in the first case.

The remaining three factors all appear to be related to this first one. The Society's failure to define for itself a position addressing a particular need led to lack of clarity regarding purpose and means. The quality and practicality of particular programs sponsored by the Society was never really addressed. From a managerial point of view no attempt was made in the

Society to clarify roles and responsibilities or to set up clear operational guidelines for the Society.

Characteristics at the School District Level

The History of Innovative Attempts

There is no indication, from an examination of the Wabasca Desmarais Education North Society, that any consideration was given to what the history of innovations was either in the community itself or among the teachers in the schools. There is no evidence that there was a previous record with innovations which would work against the implementation process. If however such was the case, the Society did not plan in any way to offset these negative experiences. If the previous history with change was a positive one then the Society made no attempt to capitalize on this history. While the factor may have influenced the implementation attempts, it can only have been in a negative manner, given the manner in which the project developed.

Fullan (1982:64) states that "opportunistic and bureaucratically oriented adoption decisions are followed by limited implementation. It seems little attention was paid in the Wabasca-Desmarais group to the question of planning ahead for implementation. Little serious attention appears to have been given, indeed to the matter of the particular purpose which the project once adopted, would serve.

It is clear that the admonition regarding the planning required prior to adoption which Fullan (1982:65) presents was not adhered to in the Wabasca Desmarais project. Insofar as there was any planning at all, and there is not evidence that there was, it did not result in a "specific, high-quality, needed innovation or in a broad-based flexible program whose general direction is compatible with the needs of the district."

While it doesn't appear that there was any reluctance in the community to accept participation in the Education North because of the manner in which it was introduced into the

community, it is apparent that many other aspects of the adoption process were not attended to. No attempt was made to ensure that the dynamics of this factor were organized in such a way as to assist in the implementation of the projects within the community.

District Administrative Support and Involvement

This factor was not attended to by the Wabasca-Demara's Education North Association. In the narrowest sense, no attempt was made to involve Northland School Division or the Principals of the two schools in the area, in the project. It was agreed at the Board Meeting of April 30, 1980 that Northland School Division would be notified to send a representative to the Society meetings. There is no indication that this invitation was ever extended and it is evident that there was no strong, intensive, effort to obtain Division support for the project.

It is not apparent either that the Society sought the support of other agencies within the area which might have assisted in the implementation of the Education North project. The Opportunity Corps was involved in attempting to develop the initial proposal in 1979 but the involvement was not sustained, and no cooperation was sought from this group by the Education North Society. It was reported that the meeting of September 23, 1980 was attended by two representatives of the Bigstone Indian Band. There is no indication however that the Education North Society attempted to obtain the support or the involvement of this group or of any other agency in the community with the implementation of its project.

Staff Development (in-service) and Participation

There is no evidence in the Wabasca-Demara's case-study that this factor was given any attention by either the coordinator or the executive. There was minimal staff involvement in the development, but the teacher who was most active in the project left the area at the end of June 1980. When one considers that there were almost fifty people employed in the two

schools counting teachers and aides, then the inability of the Society's executive to maintain a Board of Directors or to create a larger attendance at its meetings, are clear indications of the non-involvement of the school staff with the Society.

No attempt was made to involve either the school staff or the parents in the community in any type of developmental exercises which would assist them in the resocialization process which was called for in the broader terms of reference of Education North. The absence of developmental exercises in this project may not have been seen as critical, largely because the project was never implemented to a sufficient degree that any large amount of interaction took place. The learning of new roles, which a considerable amount of parental involvement in the schools would demand, never became a reality, given the minimal amount of implementation of the project.

Time-Line and Information System (evaluation)

As with many of the factors identified by Fullan there is no evidence that this particular factor was considered by the Wabasca-Desmarais group when considering its program. Time constraints do not appear to have affected any of the implementation attempts in the Wabasca-Desmarais project. An examination of the workings of the project do not indicate that any of its program components were developed to the stage that time lines were a major consideration.

The influence of the information system in the working of the project is not recently apparent either. There is no indication that those involved with the Society used whatever information they obtained from the community in deciding what programs should be implemented. Given the local level of implementation there is no indication that any feedback from the community or the schools was considered in the Society's program.

It appears, from the examination of the case-study of the Wabasca-Desmarais Education North Society, that neither of the components in this factor were considered or

attended to during the implementation phase of the project.

Board and Community Characteristics

In examining the case study of the Wabasa - Desmarais Education North Society there is evidence that some consideration was given to the nature of the relationship between the community and the schools when initial consideration was given to Education North. As has been seen, the project group never related the needs within the community in very precise terms, and other than stating that there was a lack of community involvement in education, no attempt appears to have been made to specify areas where the educational process might have been improved had such involvement been forthcoming.

Reference has already been made to the fact that neither the Board of Northland School Division or the central office personnel were involved with this project to any substantial degree. No assistance was forthcoming to the group in defining needs or in selecting methods to meet these needs. It should be pointed out that the members of the Wabasca-Desmarais Education North Society do not appear to have sought any sort of input from the Northland School Division in developing or refining the thrust of its project. There is no evidence indeed to lead one to conclude that the members of this Society realized that consideration of this factor might work towards the success of the Education North project in their communities.

Fullan (1982:70) points out in discussing this factor, that "attending to political stabilization in relation to the community is one of the primary tasks of planning and implementing new programs." He stated that "certain adoption decisions have to be settled before energy can be turned to implementation! It appears that the process of surviving, of maintaining a viable Board and Society, demanded a large proportion of the energies of those involved with this Society and this may explain their failure to recognize the need to ensure that this, and other factors were working to support the implementation efforts of the Society.

Summary

The factors which Fullan identifies at the level of the school district do not appear to have been considered in any serious manner by the Wabasca-Desmarais Education North group. While it is not possible to identify factors which could be clearly identified as having impeded the implementation process in this project, there is no evidence that the project group made any sustained effort to ensure that the factors worked in such a way as to support the implementation effort. Fullan (1982:56) states "I am suggesting that the fifteen factors in the chart causally influence implementation in the direction of some sought after change. If any one or more factors are working against implementation, the process will be less effective." If Fullan's suggestion is correct then the failure by the Wabasca-Desmarais group to deal with these factors may have had far - reaching consequences for the project.

Characteristics at The School Level

The Principal

Fullan (1982:71) emphasizes the fact that the principal strongly influences the likelihood of change. In so far as the intent of the Education North project was to increase the involvement of the community in the schools, the support of the principals for the project would have contributed to successful implementation. Such support, however, was neither sought nor obtained. In interviews with both of the principals in June 1980, one indicated that he had no involvement with the project; the second indicated that while he would cooperate with the project group, he intended to stay in the background and not take an active part in the affairs of the Society.

Failure by the Wabasca-Desmarais Education North group to deliberately seek the support and involvement of the school principals at all stages of the project may have affected the implementation process negatively. In the June 1980 interview referred to earlier, Mr. Dick Roberts, the principal of St. Theresa's school, Desmarais, pointed out that "only the people

who work for the School Division have an interest or knowledge of school affairs - it is difficult to initiate programs when you don't have a knowledge base."

By failing to obtain the support and involvement of the school principals the Education North Society overlooked a valuable and possibly indispensable resource which could have assisted in the implementation attempts.

Teacher - Teacher Relations

Again there is no evidence of this factor being addressed at all by the Wabasca-Desmarais Education North Society. There is no indication that the coordinator attempted to identify individuals in the schools who might influence other teachers to become involved in and support the Education North efforts.

This factor, like many others in Fullan's list, appears to have been overlooked by the Society. In the absence of any concerted effort to elicit their support, teacher involvement in the project was not forthcoming to any substantial degree.

Teacher Characteristics and Orientations

As has been mentioned, very few teachers provided the Education North project in Wabasca-Desmarais with any support. The project purpose was vague and the means to attaining this purpose were unclear. It is also clear that particular characteristics, preferences and orientations of the teachers in the two schools were not considered when programmatic decisions were being made. Failure to address this factor may explain the failure of the Society to obtain any widespread support for its projects among the teachers.

Summary

The executive of the Wabasca-Desmarais Education North Society do not appear to have considered factors at the school level when making decisions regarding the purpose and

processes for the project in the two communities. No concentrated effort was made to elicit support from, or the involvement of either the principals or the teachers.

By failing to consider these factors and by failing to ensure that they worked to support the implementation effort, the Society may have denied itself the assistance of allies without whose resources the implementation of the Education North project would be extremely unlikely.

Characteristics External To The Local System

Role of Government

It appears that the interaction between government agencies, and in particular the provincial Education North office, and the Education North group in Wabasca - Desmarais was, until the termination of the project, supportive in the extreme. In the summer of 1979, during the proposal development stage, the assistant coordinator for Education North, Ms. Janice Dean, worked closely with Ms. Lorna Gladue, the Community Development Facilitator working through the Opportunity Corps. The proposal which was approved in principle by The Minister's Advisory Committee at its meeting of October 1 1979 was the result of the efforts of Ms. Dean and Ms. Gladue.

Following the approval in principle the provincial office staff continued to work closely with the Wabasca-Desmarais group, helping them with the process of incorporation and in attempting to refine the proposal. The case study indicates the frequency with which either the coordinator or the assistant coordinator attended meetings of the Board of Directors.

The case study indicates occasions when the provincial office staff and the members of the local Society were not in agreement on how the Society should proceed. An example of this concerned the method of obtaining replacements for the Board of Directors. Overall, however, the relationship the Society and the provincial office staff appeared to remain close and supportive. While The Minister's Advisory Committee warned the Wabasca - Desmarais

group about the critical situation it was getting itself into, in November 1980, the assistance of the coordinator and the assistant coordinator was still available to the Society in whatever area it might be required. Indeed, that very statement of concern which has just been referred to indicated that the coordinator and the chairman of The Minister's Advisory Committee were "prepared to attend a meeting with members from the Society and community if they so wished."

The termination of the project by The Minister of Education in April 1981 was not at the request of the provincial coordinator or of The Minister's Advisory Committee, though the action hardly came as a complete surprise. The coordinator had indicated that he was prepared to make one last attempt to assist in establishing a viable Board and Society in Wabasca-Desmarais. The Ministerial action made any such attempt unnecessary.

Though this factor was one which the Wabasca-Desmarais Education North Society had no option but to consider, the fact that so many other factors had been ignored may have diminished the effect of the strong, supportive, link which was established and maintained between the local Society and the provincial Education North office. An examination of the case studies of all the Education North projects indicates clearly that no other Society established the same close ties with the provincial office as did the Wabasca - Desmarais Society. The need for this close link, unfortunately, may have been the failure by the members of the local Society to ensure that other factors identified by Fullan were working to increase the likelihood of the successful implementation of the project.

External Assistance

The members of the Wabasca-Desmarais Education North Society did not consider this factor in their attempts to implement their program. Mention has been made of the fact that the support and involvement of other agencies within the communities was not sought. Neither did the Society consider obtaining support from agencies outside the two

communities. It is not immediately obvious that failure to seek or obtain this assistance hampered the implementation efforts within the Society. Fullan (1982:75) observed that "outside assistance or stimulation can influence implementation very greatly provided that it is integrated with . . . factors at the local level." Such assistance and stimulation was not present in the Wabasca-Desmarais project and as with so many other factors its absence may have contributed to the difficulties which the Society encountered in attempting to implement its program.

Summary

Inevitably, the Wabasca-Desmarais Education North Society was forced to interact with, and relate to, the provincial government, and more specifically the Education North office staff and The Minister's Advisory Committee. The case study indicates that the local group received considerable assistance and support from the provincial office, beginning at the proposal development stage in the summer of 1979 and continuing right through to the termination of the project in April, 1981. It does not appear that this Society encountered difficulties with the reimbursement process or with the obtaining of funds from the Planning and Research Branch of Alberta Education as many other Societies did. This was probably due to the fact that the Society spent very little of its allocation and was not at all successful in implementing its program.

It is apparent that in spite of the supportive and positive relationship between the local Society and the provincial Education North office staff, the end result was unsatisfactory to both parties. Fullan (1982:74) mentions what he considers to be some of the problems that may arise in these relationships. He points out that essentially the major difficulty is that these agencies "have not learned how to establish a processual relationship with each other." He states that some of the manifestations of this problem are "lack of clarity, ambiguity about expectations, absence of regular interpersonal forums of communication, ambivalence

between authority and support roles" To some extent these features may have been present between the Wabasca-Desmarais Society and the provincial Education North office and their presence may account for the ultimate lack of success of the efforts of both parties.

While close, if ultimately unproductive, ties were maintained between the local Society and government agencies, no such links were established between the Society and other potential sources of support. There is no evidence that the members of the Society ever considered seeking such support. This factor can definitely be seen to have not supported the implementation effort.

CONCLUSION

In all four broad categories identified by Fullan it appears that the Wabasca-Desmarais Education North Society failed to consider the possible impact which particular factors might have on the attempts to implement its program.

The entire matter of the nature of the change itself appears to have been dealt with only in a cursory manner. The general way in which the overall purpose of the project for Wabasca-Desmarais was described, appears to have affected the group's activities in a pervasive manner. The purpose of the project was described in vague, general terms, and the specific program components, along with the means whereby these components would be put in place, were never articulated clearly and precisely. In her notes of the meeting of October 6, 1980, Janice Dean, the assistant provincial coordinator, reported that "one of the first tasks of the Education North Society is to define its own role and objectives within the context of the community." The fact that these were not already clear after more than a year and a half of activity, would appear to indicate that the matter had not been given serious consideration.

The six factors which Fullan links to the School District were not attended to either by

the Wabasca-Desmarais group. No attention was given to considering the attitudes which people in the schools or in the communities had regarding change in general or interventions of this type in particular. No attention was paid, during the brief time that consideration was being given to participation in the project, to intensive planning as to how the project might be implemented. Consequently, the Society did not find itself in a position where it was attempting to implement a "specific, high-quality, needed innovation," which would, according to Fullan (1982:65) have increased the likelihood of successful implementation.

While the matter of Central Office and School Division involvement with the project appears to have been considered briefly, there was no indication that the Society's executive perceived that involvement and support from such quarters would increase the chance of successful implementation. Nor was there any indication that the Board members or the coordinator felt that either the teachers or the community members would require or benefit from training or assistance in understanding and dealing with the new roles which the Education North project would require them to occupy.

While time constraints do not appear to have affected the Society's operations there is no evidence that plans were established to make extensive use of information from either the community or the schools in planning programs or in assessing their overall impact. Reference was made, in minutes of Society meetings, to a questionnaire which the coordinator was to circulate to all households in the fall of 1980, but there is no indication that the questionnaire was ever used, or if it was, that the findings were ever put to any use.

The particular characteristics of the community or of the schools do not appear to have been given attention by the Society. While interaction with provincial government agencies was inevitable, the close ties which were formed with the provincial Education North office were not sufficient, on their own, to offset the inaction and apparent lack of interest in the community.

While the actual letter of termination of the project from the Minister of Education came

as something of a surprise to all associated with the project, it appears that it was the comprehensiveness and definitive nature of the intervention which caused the surprise, not any questioning of the fact that the Society had apparently failed to implement the program which it had undertaken.

CHAPTER SUMMARY

In this chapter the analysis of the implementation of the Education North project in the four study areas was presented using Fullan's factors as an analytical tool. The Education North projects in Lac La Biche, Little Red River, Slave Lake and Wabasca-Desmarais were examined to see whether each of the fifteen factors presented by Fullan was, firstly, considered at all by the project group, and secondly, whether each factor appeared to work to support the implementation efforts of the local Society. Table 6 provides a summary description of the manner in which each of the Education North societies operated in relation to the four major factor categories of the Fullan framework.

Table 6
Summary of Local Society Progress in Relation to Fullan's Major Factor Categories

Major Model Categories	Characteristics of the Change	Characteristics at the School District Level	Characteristics at the School Level	Characteristics External to the Local System
Community				
Lac La Biche	The relevance of the change for the area not immediately apparent, particularly among educators. Matters improved when clear operational guidelines were set up.	The process of adoption used in this area may not have been the most suitable. Central office and teacher support was slow to emerge.	Initially all three factors in this category appeared to impede the change process and later in the project all three appeared to facilitate implementation	Considerable assistance obtained from the Education North office. Difficulties with financial reimbursement were short-lived.
Little Red River	Need for this project seen clearly by educators. Clear goal, though the process was quite complex. Quality and value of product never in serious doubt.	Constant support from central office. Sufficient support also from teachers. No apparent negative history of failure.	All three factors worked positively. Teachers willing to work cooperatively and supportively.	Both factors demanded and received direct action. Relationships with Ed. North office were clearly defined and additional funding was sought and received.
Slave Lake	Neither desired ends nor means were clearly defined. Clear guidelines and operating procedures not set up until very late. Little early attention paid to quality of process or product.	With the exception of the support received from the School Div. no attention paid to these factors. No evidence that they were seen as contributors to the success/failure of efforts.	No evidence of any deliberate attempt to ensure support of either principals or teachers. No attempt made to seek support of opinion leaders.	Some difficulties with govt. because of unclear procedures (particularly accounting). No need for external assistance.
Wabasca-Desmarais	None of the four factors considered in any depth. Never having defined a particular need, purpose and means were never dealt with properly either.	These factors do not appear to have been considered in this project. Neither School board nor central office personnel ever got involved.	These factors not seriously considered either. No concentrated effort made to elicit support of a broad base of teachers.	Considerable support and assistance received from the Ed. North office. Ultimately, this failed to move the project forward.

CHAPTER VII

DETERMINING THE USEFULNESS OF THE ANALYTICAL MODELS

In this chapter the Elaborated Leadership Obstacle Course model and the model based on Fullan's fifteen factors which affect implementation were assessed for their ability to describe and analyze the case studies of the four selected Education North Projects. The two analytical models were assessed using the six criteria which were adapted from those presented by Dye (1981: 43). These criteria are listed below:

Criterion #1: A model should order and simplify the phenomena being examined.

Criterion #2: A model should identify the significant aspects of the object of our examination.

Criterion #3: A model should, generally, be congruent with reality.

Criterion #4: A model should communicate something meaningful.

Criterion #5: A model should help to direct inquiry and research.

Criterion #6: A model should suggest an explanation for the relationships identified.

These criteria were used to examine the characteristics and components of each of the models. They were also applied to the experience of using the models on the four case studies as analytical tools. The six criteria were applied initially to the Elaborated Leadership Obstacle Course model (ELOC) and then to the fifteen factors presented by Fullan.

A. THE ELABORATED LEADERSHIP OBSTACLE COURSE MODEL

Criterion One: The usefulness of the ELOC model in ordering and simplifying the description and the analysis of the case studies.

The model. The Elaborated Leadership Obstacle Course model conceives the change process as consisting of five discernible, comparatively discrete stages. These stages are, Exploration, Strategic Planning, Initiation, Attempted Implementation and Incorporation / Rejection. The five stages are presented as being essentially sequential in nature with each subsequent stage being dependent on how successful and thorough the leaders involved with the change effort were in dealing with the various factors associated with the previous stage. Herriott and Gross (1979: 362) pointed out that the ELOC model "focuses attention on relationships among the stages and on the need to establish feedback and monitoring mechanisms." The five stages of the ELOC model are listed and briefly described in Figure 12.

The model would appear to have two distinct foci. The first of these is on leader behaviour and the second is on the stages in the change process.

It appears that the model does order and simplify the manner in which one can view the change process. From one perspective it allows for the description and analysis of a change effort in a sequential manner, following the stages of the model. From a second perspective, the model allows for a description and analysis of an intervention while focusing on the particular behaviour in which the leaders associated with the innovation engage as they guide the change effort through the five identified stages. The full use of the model would allow the two perspectives to complement one another in both the description and the analysis.

Application to the case studies. In relating this first of the six criteria to the examination of the four case studies which have been written and analyzed in this study, the question to be answered is whether the ELOC model facilitated the description and the ordering of the events as they transpired in each of the four project areas.

The model did provide a focus for the description and analysis of the studies, the focus being leader behaviour. In this respect the description was made easier than might have been the case had there been a less clear focus, or had there been no focus at all. This focus was sufficiently broad, however, to allow for the inclusion of all behaviours which could be considered to have been of a leadership nature, without delimiting the description to those exhibited by formal leaders alone, regardless of the particular individual involved. This emphasis, which was on behaviour rather than on one individual person or even on a number of identified individuals, is in keeping with the entire rationale for the model, and it allows for both a wide-angle and sufficiently deep field perspective of the change effort.

In analyzing the case studies, the five sequential phases did allow for an orderly description of events and activities. The analysis associated with each case study appeared to identify to important relationships between and among the five stages and emphasized the need for the monitoring and feedback components which were incorporated by Herriott and Gross into this, the most advanced version of their model. For example it is possible, in examining the Lac La Biche project, to identify the relationship between the successful implementation of many of the local projects and the planning which went into the establishing of practical, clear-cut operational procedures. In Little Red River the clarity of the need upon which the entire project was based can be seen as a solid basis for action at each of the subsequent phases in the project's efforts.

Conclusion. It is concluded that the Elaborated Leadership Obstacle Course model was useful in ordering and simplifying both the description and the analysis of events and activities in the four change efforts which were examined. The model provided a consistent focus and a five stage sequence for describing and analyzing the manner in which the

leadership tasks were addressed.

Criterion Two: The usefulness of the ELOC model in identifying the really significant aspects of the case studies on change.

The model. The ELOC model was designed in such a manner as to incorporate what Herriott and Gross considered to be the most significant elements in the change process. The developmental history of this particular model is discussed in the review of the literature. There is agreement in the literature on change that the behaviour of key individuals is a vital component in implementation efforts. This fact is attested to in the analyses presented by Herriot and Gross (1979), Levin (1981), Rosenblum and Louis (1981) and Lieberman (1982), among others. There is also substantial agreement that the five phases of the model which Herriott and Gross developed can be identified in an examination of the events which occur during attempts to implement change. While not all authors describe the phases in the same terms, there is substantial support for the type of division which Herriot and Gross present in their ELOC model.

Herriot and Gross also indicate that the sequence in which particular tasks are addressed is important. The feedback provision in the model is intended to ensure that tasks which may have been overlooked or omitted during a particular phase can be addressed at a later time if necessary. Suitable adjustments can then be made to components of the change if such are required.

Application to the case studies. The focus of the model on leader behaviour allowed for the identification of different "leaders" at different stages of the change process in each of the four case studies. In none of the case studies did the same individual exercise a major leadership function for the entire duration of the project. Had the focus been on leaders rather than tasks, the possibility would have arisen that tasks not attended to by the identified

individuals would have been overlooked in the description or in the analysis or in both. In analyzing the case studies it became apparent that the model had been useful in identifying task areas which had not been attended to or which had been given insufficient attention. For example, a recurring aspect of the Slave Lake project appeared to be the fact that during the Exploration phase insufficient attention was paid to identifying the real needs in the schools. In the Little Red River project it was some time before The Minister's Advisory Committee accepted the fact that the project allowed for, and intended to obtain, substantial community involvement. This could have been a major obstacle to the implementation effort. Similarly, in Slave Lake and in Little Red River the financial management of the societies and the entire reimbursement process were not, at first, seen as areas requiring close attention if they were not to become major obstacles to the implementation of the innovation. In Lac La Biche, on the other hand, the financial affairs were seen to be a potential problem and leadership was provided to ensure that safeguards were put in place. The analysis of the Wabasca-Desmarais project indicates that many of the tasks in the Exploration and Strategic Planning phases were never satisfactorily attended to.

The flexibility obtained by the addition of the feedback component to the model can be identified in the analysis of some of the case studies. Examples of the use of the feedback provision can be seen in the analysis of the Little Red River project where the additional funding obtained from The Cultural and Heritage Foundation required the local society to adjust its budget figures to Education North. Similarly, in the same project the advice and assistance received regarding the publication of materials necessitated adjustments in the planning at the local level. The Lac La Biche Society was required to adjust its original plans when the request from Kikino to participate in the project was granted. In Slave Lake a wholesale re-examination of needs and goals was required and undertaken with the appointment of a new coordinator for the final year of the project. The ELOC model allowed for the orderly description and analysis of these activities in a manner which might not have been possible with a less flexible model.

Conclusion. It is concluded that both the focus and the stages of The Elaborated Leadership Obstacle Course model were useful in identifying the significant aspects of the interactions involved in the four case studies. Specifically, the focus on tasks and behaviour and the feedback component of the model appeared to allow for more precise identification of significant components of the four case studies which were presented.

Criterion Three. The Elaborated Leadership Obstacle Course model appears to be, generally, congruent with reality.

The model. Herriott and Gross (1979) established the empirical referents for this model in the analysis of five case studies and in the application of the two models upon which ELOC was based. They found that the earlier version of the change model which they had proposed, appeared to be deficient in a number of ways. They pointed out what these deficiencies were (1979:355): the fact that the LOC model had a "truncated time-line," or the fact that it did not consider the possibility that the climate for change might alter between the time that a decision to adopt a change was made and the time the change was implemented. This deficiency was addressed in the ELOC model by introducing the word "emergent" into the attempted implementation phase. This word more than any other underlines the emphasis which Herriot and Gross placed on constant monitoring as an essential leadership task. The second deficiency in the earlier model had to do with a failure to consider barriers to change which were external to the organization attempting to bring about the change. This is taken care of in the Strategic Planning phase of the ELOC model by emphasizing the possibility of obstacles arising in either the internal or the external environment. Similarly, two other areas of deficiency were rectified by modification to the wording of the model. These were the matter of possible obstacles being created by personnel within the organization and the need to identify the managerial tasks which were political in nature. The final deficiency which was identified in the LOC model had to do with the matter of recurring obstacles and these were to be dealt with in

the ELOC model by the inclusion of the feedback component which would allow for the re-addressing of specific managerial tasks if the need arose. This provision for feedback also appears to have introduced an element of flexibility into the model which is more in keeping with the reality of implementation efforts and the thought processes of those associated with them.

The ELOC model places considerable emphasis on the rational, logical, transition from stage to stage of the change process. It allows, however, for the possibility that obstacles may be extra-rational in origin. Nonetheless the model demands that obstacles of this type must also be attended to by those undertaking the leadership tasks. The model does not purport to prescribe appropriate behaviour for the leaders of change efforts. It merely seeks to identify the task areas which that behaviour should address.

Application to the case studies. In applying the ELOC model to the four case studies and in attempting to determine whether the model is, in fact, reasonably congruent with the reality of change implementation efforts, it is necessary to distinguish between the usefulness of the model when it is applied to apparently successful interventions and when it is applied to interventions which failed. If it is possible to determine that the model is congruent with the reality where successful change has taken place then its usefulness as a normative, prescriptive model is enhanced.

In the four case studies which were presented, two of the projects, Lac La Biche and Little Red River, appeared to be significantly more successful than did the other two. In the Slave Lake project it should be pointed out that there was a sharp turn-around in the final year of the project which resulted in more than modest success in some areas. The Wabasca-Desmarais project, which was terminated half way through its three year expected duration, appears to have been unsuccessful.

Generally, the two successful projects can be seen to have worked through the five phases of the ELOC model and in both projects the monitoring and feedback components

were of assistance. The tasks proposed in the model were addressed in both projects and the sensitivity which the model demands in identifying problems and selecting appropriate solutions also appears to have been present. In the Slave Lake project the model appeared to identify the areas where project personnel were deficient or perfunctory in addressing specific tasks. The two earlier stages of the model appeared to be major problem areas in this project and demand considerable time and attention for the first two years. It was not until the problems in these areas were overcome that the project was able to move, in a comprehensive fashion, to the initiation and implementation phases. The failure of the Wabasca-Desmarais project can also be seen as arising from an inability to identify needs and apply resources to tasks associated with the Exploration and Strategic Planning stages of the ELOC model.

Conclusion. The ELOC model appears to be congruent with the reality which can be identified in successfully implemented change attempts. It also appears to be useful in identifying critical obstacles in the unsuccessful change attempts which, had they been overcome, would have allowed these projects to progress. Because of the congruence between the ELOC model and the reality which exists in successful change attempts the model appears to be useful in its prescriptive guise, for those considering implementing a change.

Criterion Four: The ELOC model should communicate something meaningful.

The model. The discussion of the meaningfulness of what the ELOC model is able to communicate appears to be very closely related to the discussion relating to the three previous criteria. In that the model has been judged to have the capacity to order and simplify the manner in which the events and activities of a change effort can be described and analyzed, and in that it identifies significant aspects of the change while at the same time appearing to be congruent with the reality of change efforts, it seems that the model has the

capacity to communicate information which is useful and meaningful. Dye, (1981:44) comments in relation to this criterion, that a model is less useful "if too many people disagree with a concept." It does not appear that the model, as presented by Herriot and Gross, contains terminology the conceptual meaning of which would lead to disagreement. Furthermore, the category titles in the model are sufficiently well explained to allow for substitution of other terms if one so desired without doing violence to either the stages of the model or to the focus on leader behaviour which is inherent in it.

Application to the case studies. No difficulty was found in the application of the ELOC model to the four case studies which were considered in this study. The focus of the model was clear and unambiguous as were the stages identified in the change process.

Conclusion. The ELOC model is capable of communicating something meaningful concerning the change attempts to which it is applied. The terminology used in the model is relatively unambiguous and the use of the model, either descriptively or prescriptively, can produce useful, meaningful information.

Criterion Five. The ELOC model helps direct inquiry and research.

The model. This criterion relates to the earlier criterion dealing with congruence with reality. The two criteria together suggest that a model will be more useful if it is congruent with reality, that is, it is empirically based, and if it is also operational in nature. Dye (1981:44) explains the term "operational" by stating that a model "should suggest relationships in the real world which can be tested and verified."

The Elaborated Leadership Obstacle model was found to be congruent with the reality which was observed in the four case studies. It proposed five, essentially, though not rigidly, sequential stages. The flexibility inherent in the model because of the feedback

component, appeared to enhance its utility and bring it more in line with the thought-sequencing of those involved with change attempts. It also allowed for the inclusion of tasks which could deal with emergent issues or obstacles in the innovation process.

The tasks which the model proposes appear to direct inquiry in a very specific manner. No attempt is made to identify all tasks in each of the five stages. Rather, the tasks which were proposed in Figure 12 are presented as "some basic leadership tasks." The terminology used in the model is sufficiently explicit to assist the directing of inquiry, but sufficiently general to require consideration and judgement on the part of those involved with the leadership tasks in any change effort. This combination of a reasonably clear focus and, at the same time, flexibility which allows the model to be applied in a contingent manner to particular situations would appear to assist in directing inquiry and research.

Application to the case studies. The Elaborated Leadership Obstacle Course model facilitated the direction of inquiry into the four projects included in this study. It allowed for a comprehensive description and analysis of the case studies by focusing on crucial tasks in the leadership area. Particular tasks were related to each of the five stages of the model and this additional breakdown further facilitated the direction of the study to particular components of the case studies.

Conclusion. The Elaborated Leadership Obstacle Course model helped direct inquiry and research in the four project cases which were analyzed in this study. Because of the different purposes of the projects, the tasks which the leaders had to attend to varied from project to project. The differences between the environments in which the projects were being implemented also dictated that different tasks should be attended to in the different projects. For example, it was unnecessary to consider the matter of defining the need for the project in the Little Red River project though it appears that this task should have been considered much more thoroughly in both Slave Lake and Wabasca-Desmarais. A second

example can be seen in the area of motivating people to become appropriately involved with the project. In Slave Lake and Wabasca-Desmarais this task required considerably more resources (in Wabasca-Desmarais it didn't receive sufficient resources) than it did in Lac La Biche or Little Red River, in order to ensure its completion. The model allowed for this variation in application while still focusing on leadership tasks.

Criterion Six: The Elaborated Leadership Obstacle Course model should suggest explanations regarding the implementation of change.

The model. The Elaborated Leadership Obstacle Course model identifies task areas which Herriot and Gross indicate must be dealt with if implementation efforts are to succeed. Specific tasks are not spelled out, as these will vary from one change attempt to another and from one school or community to another. Herriott and Gross did provide a listing of tasks in each of the five stages but this was purely by way of example. The initial leader effort must be the identification of those particular tasks in each of the five stages, the resolution of which will enhance the likelihood of successful implementation. The model appears, in this regard, to view the tasks from the dual perspective of optimizing the supporting factors and removing potential obstacles to successful implementation. In that the model is intended to deal with impediments and facilitators to the change process it appears to suggest an ability to offer explanations regarding the possible causes for the success or the failure of implementation efforts.

Application to the case studies. The Elaborated Leadership Obstacle Course model did suggest explanations for the varying degrees of success in the projects which were examined in this study. In the case of the Little Red River project it appeared that those in leadership positions identified and dealt with all tasks which could have been a hindrance to the project. They also appeared to identify facilitators to the implementation process and ensured

that they operated to the benefit of the project. In Wabasca-Desmarais, however, it was possible to identify tasks which were not attended to and which could have negatively affected the implementation of the project in those communities. Similarly, in Slave Lake it is possible to identify tasks which apparently were not dealt with sufficiently thoroughly and which, consequently, appear to have impeded the implementation of the project. The analysis of the case-study of that particular project suggested that the Slave Lake Community Education Association had not identified detailed needs in the schools, nor had attention been given to identifying potential obstacles or facilitators to the implementation. There were obviously problems of motivation and communication which were not resolved during the first two years of the Education North project in Slave Lake and misunderstanding regarding the objectives and the procedures of the Association were not cleared up during this period either in the schools or in the community.

Conclusion. The Elaborated Leadership Obstacle Course model was found useful in suggesting explanations for the varying amounts of success which the different projects enjoyed and also for the overall manner in which the different projects were implemented.

SUMMARY

In the preceding sections of this chapter the Elaborated Leadership Obstacle Course model developed by Herriott and Gross (1979) was assessed for its usefulness as a descriptive and analytical model, using the six criteria presented by Dye (1981:43).

It was found that the ELOC model of change met all six criteria. In the description and analysis of the four case studies which were presented, the model assisted in ordering and in simplifying the examination of the events and activities in each project. The model provided a five stage framework within which to examine the innovations and directed attention to tasks which had to be addressed if appropriate leadership was to be given in the projects. These

model components and focus assisted in directing inquiry to significant aspects of the change efforts. It also appears that the ELOC model is congruent with reality and appears to have a basis in the processes which are engaged in as change is successfully implemented.

In that the model appears to be empirically based, identifies significant aspects of the change and assists in ordering and simplifying the events and activities associated with the change, it appears to communicate information which is inherently meaningful and valuable. The terminology used in the model is unambiguous and demands are placed on the user of the model to define the parameters of each of the five stages for particular studies or projects.

The ELOC model assists in the direction and focusing of enquiry and research into the change process. It does this by emphasizing the importance of the leadership tasks and by breaking the change process into five essentially sequential and discrete components. Finally, the model assists in the provision of possible explanations for the success or lack of success of different change attempts. It does this by enabling the researcher to identify specific tasks which may or may have been attended to and whose apparent impact on the success of the change project can be examined.

B. FACTORS AFFECTING IMPLEMENTATION: FULLAN

Criterion One: The usefulness of the fifteen factors on ordering and simplifying the description and analysis of the case studies.

The model. Fullan (1982:56) reported that the fifteen factors which he identified can be seen as having the most influence on implementation. These factors are divided into four categories which deal with the nature of change itself, the school district and the school, and finally, a category which contains two factors which are external to the local area entirely.

It would appear that many of the factors could affect an implementation effort at any time during the change process. In some cases the factors appear to be more relevant or at least require more emphasis at a particular stage in the process. Characteristics of the change itself would appear to require more attention at the beginning of implementation efforts. This category, however, appears to be the only one which can be identified in a chronology of events and activities. Even with the four factors in this category there is a need to consider their possible impact at any stage of the implementation process, though it appears desirable to emphasize them at the beginning of an innovation.

Fullan (1982:55) indicates his intention to be "comprehensive by identifying the major categories of factors which influence implementation." He also points out that "within these I have selected all those factors on which there is sufficient evidence to warrant generalizing about how and why the particular factor influences implementation." One would expect, then, when one has analyzed a change attempt using the fifteen factors listed by Fullan, that the analysis would be extremely, if not totally, thorough.

The factors which Fullan lists should not be thought of as working independently of one another. He points out (1982:57) that it is necessary to "avoid thinking of the fifteen factors in isolation from each other. *They form a system of variables which interact.*" Finally, Fullan warns of the danger of attempting to develop an over-simplified model of the change

process. The model which he proposes is complex, containing as it does fifteen factors which may or may not interact at any given time in the change process. He points out too that many of the factors contain indefinite numbers of sub-variables which must be identified in the context of each particular change. He admits that, "it is difficult to imagine all the details of such a system, but educational change is indeed a dynamic process of interacting variables over time."

In the light of such warnings from the developer of the model it may appear inappropriate to consider whether the model helps in ordering and simplifying the change process so that, in Dye's words (1981:43) it may be possible to "think about it more clearly and understand the relationships we find in the real world." Taking into account the admonitions presented by Fullan, it may be more accurate to envisage his model as presented in Figure 13. This Figure provides a clear portrayal of the relationships which Fullan indicates exist between the four categories of factors which he identifies. The boundaries around each of the categories are presented as being permeable, as it may be necessary to consider certain factors apart from the category to which it was assigned. For example the history of innovative attempts may be more relevant in a particular school than at the district level; relationships may be, and probably will be, critical in all four categories; the adoption process may be more critical, for any given change effort, at the school level rather than the district level. The model is presented as both comprehensive and interactive and any or all factors may affect a change attempt at any given time.

Application to the case studies. The fifteen factors identified by Fullan were of assistance in helping to describe and analyze each of the four case histories in this study. The Fullan model provided a focus at two different levels, namely, at the category level and at the

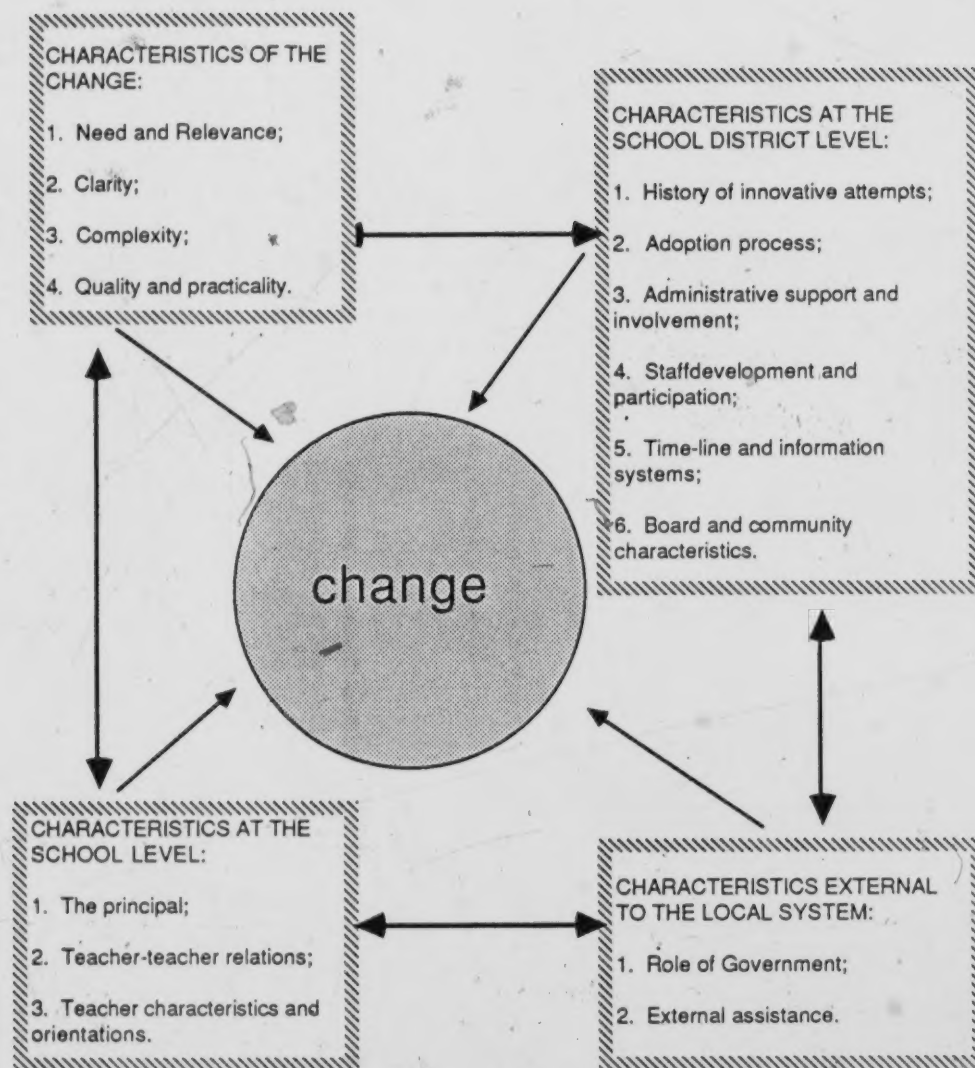


Figure 13

Model of the Change Process Based on Factors Identified by Fullan

factor level. While the model did not follow a sequential, stage-by-stage, pattern, it did facilitate the arrangement of data in such a way as to highlight critical task areas in the change process. The model facilitated analysis in the four case studies by providing a mental check-list of factors which might or might not have been consciously addressed in the project, but whose impact on the implementation effort could be identified.

Conclusion. The model based on Fullan's fifteen factors affecting implementation enabled the researcher to think more clearly, and in a focussed manner, about the relationships between the various elements involved in the change process. Essentially, the model allowed for an orderly analysis of each case study. To place large emphasis on the extent to which the model simplified the reality of the implementation of change might well downplay the fact that the change process is essentially dynamic and complex. Nonetheless in providing a focus and facilitating the ordering and relating of data the model did provide a simplified view of the reality of change while at the same time it did not become so simplified as to provide a simplistic and distorted view of the change and implementation process.

Criterion Two: The usefulness of the Fullan model in identifying the really significant aspects of change.

The model. Fullan (1982:55) emphasizes that his list only includes those factors "on which there is sufficient evidence to warrant generalizing about how and why the particular factor influences implementation." Consequently it would be expected that the model, used either predictively or analytically, should address areas which those concerned about the implementation of change should examine. Attention to those significant areas will enhance the likelihood of success or a change effort. Fullan (1982:56) states that the factors in his model "causally influence implementation in the direction of some sought after change." This also suggests that which are included in the model could be of considerable significance in any

change attempt.

Application to the case studies. In the analysis of each of the four case studies factors were identified to which it appeared insufficient attention had been paid. In Slave Lake it appeared that the need and relevance of the change was never really attended until the second coordinator was appointed. Little or no strategic, or in-depth planning appeared to have taken place during the adoption phase and little or no attention appeared to have been given to teacher characteristics or orientations or to eliciting teacher or administrator support. The analysis of the Lac La Biche project indicated that all of these factors were attended to, eventually. This suggests explanations for the different levels of success which the two projects appeared to enjoy. Similarly, in the Wabasca-Demara project, many of the fifteen factors did not appear to have been considered at all. This fact appears to offer suggestions as to causes for the failure of that project. In Little Red River and Lac La Biche, on the other hand, it is possible to find possible reasons for the success of the projects in the fact that the factors listed by Fullan were attended to.

Conclusion. The Fullan model identifies factors which were not attended to in the less successful projects and which were addressed in the more successful projects. It is also possible to identify situations where a particular factor was not attended to initially but when it did receive attention at a later time in the project, the project appeared to become more successful in its implementation efforts. The clarity of the need and the matter of support from school and central office staff are two areas where that suggested changes can be identified. It would seem that these aspects of a change attempt would be significant in any implementation attempt.

Criterion Three: The Fullan model appears to be, generally, congruent with reality.

The model. As with the preceding criterion, Fullan (1982:55) indicates that the list which he has drawn up contains only those factors concerning which sufficient evidence had been obtained that they did in fact influence the implementation process. Each of the listed factors is supported by references to relevant research which attest to the manner in which the change process has been affected by it. Consequently, it is reasonable to suggest that the fifteen factors in the model appear to have a basis in the reality of change processes and that they can causally influence the direction which a given change takes.

Fullan further states (1982:55) that he has "attempted to be comprehensive by identifying the major categories of factors which influence implementation." He admits, however, that while his list of factors is "quite inclusive," each of the factors could be broken down into several subvariables. Which subvariables need to be addressed in a particular change, is a decision to which those implementing the change must attend.

Application to the case studies. All fifteen factors identified by Fullan can be said to have affected the manner in which the change was implemented in each of the four case studies. There appears to be an element of self-fulfillment in this statement, however. If we take the factor dealing with time as an example, we find that it was a positive force in the Little Red River project in that it was sufficiently long to enable project personnel to complete their task. It seems that merely because the time allocation was not restrictively short, it can be assumed that the factor worked towards the success of the project - - keeping in mind the warning that a time line which is "casually long" can also be a negative force in the implementation process. In like manner, the matter of need can be dealt with, from an analytical perspective and retroactively, by asking the question whether the change was in fact implemented. If so, then it seems reasonable to assume that it met some need. The difference in success between various of the Lac La Biche community projects and some of

the Slave Lake projects may be not so much in the definition or relevance of the need initially, but rather in the extent to which the implementors of the project managed to create a feeling, within the community, of a need for a particular intervention.

None of this discussion contradicts the fact that each of the factors was a force to be considered in the four case studies which were presented. It merely emphasizes the need to break down the factor labels into specific variables appropriate to each particular project.

Conclusion. At first glance the congruence between some of the fifteen factors and the description of events and activities in the four projects is not immediately apparent. This may be due, firstly, to the fact that the factor was not hindering the implementation process in any notable way, and consequently its effect was less visible. Secondly, it is essential to break the factors into the subvariables which are relevant to each particular change in order to identify the areas in which they can be appropriately applied.

It is concluded that the Fullan model of the implementation process is congruent with reality.

Criterion Four: The fifteen factors listed by Fullan should communicate something meaningful.

The model. In that the model has been found to have met the three earlier mentioned criteria, it seems reasonable to assume that it communicates something meaningful. Nor is there likely to be disagreement regarding the meaning of the terminology used by Fullan. It is possible that there could be confusion or omission in the identification of some of the subvariables which are included in each of the factors. An example of this would be the inclusion of planning as a subvariable of the adoption process. A second example can be found in the manner in which a principal ought to be involved with any particular change. In order to ensure that maximum use is obtained from the model, either predictively or analytically,

it is essential to attend to the task of identifying subvariables which are relevant to the particular change being considered.

In order to ensure optimal use of the model it is also necessary to consider whether factors ought to be moved from one category to another or considered in more than one category. Fullan (1982:56) gives an example of this: "if we were examining small scale change within an individual school . . . we would treat the information system, staff development, and such as school-based variables."

Application to the case studies. No difficulty was found in applying the Fullan model to the four case studies which were analyzed. The flexibility which Fullan indicated ought to be applied was used in the application of a number of the factors and difficulties were not encountered with particular meanings of any of the fifteen factors. For example, in dealing with Board characteristics it was considered appropriate to consider also the make-up of the Board or the executive of the local society. Similarly, the matter of the history of innovative attempts was considered to be relevant at the local level rather than at the school district level. The need for this transposition can be seen in the fact that the Little Red River schools and the schools in Wabasca and Desmarais were all in the one school division though the climate for change was quite different in the two areas.

Conclusion. The Fullan model of the implementation of change was found to be capable of communicating meaningfully. Attention must be paid to fully developing the subvariables of each factor and to ensuring that the flexibility advocated by Fullan in the application of each factor is utilized. This flexibility allows for the moving of factors from one category to another or for the use of a single factor in more than one category.

Criterion Five: The Fullan model helps direct enquiry and research.

The model. The fifteen factors listed in the model, along with the four categories, help direct enquiry into the change process. Dye (1981:44) points out, in explaining this criterion, that a model "should suggest relationships in the real world that can be tested and verified." The components of the Fullan model appear to facilitate the observation of the relationships between the change effort and forces within the environment in which the change is being implemented.

This criterion appears to be directly related to the earlier criterion of the model being congruent with reality, and also with the criterion which deals with the model's ability to order and simplify the observed phenomena. This congruence with what really occurs in the change process appears to be an indispensable component if a model is to be useful in directing research and enquiry in any meaningful way.

Application to the case studies. In analyzing the case studies the Fullan model provided assistance in directing the analysis and research. It was possible to examine all four case studies using the same perspective. It was also possible, in examining the case studies, to identify factors which appeared to affect the implementation efforts in each of the four projects. In Little Red River the clarity and relevance of the need clearly worked to assist the implementation effort as did the strong, sustained, central administrative support and involvement. Both of these factors appeared to also affect the implementation efforts in the Wabasca - Desmarais and the Slave Lake projects, though in a negative manner. By focusing on the factors listed by Fullan it was possible to observe what appeared to be relationships between difficulties encountered in the project and the manner in which the factors were attended to.

Conclusion. The Fullan model was found to be useful in directing the analysis of the four case studies. It helped in the identification of relationships between the factors and the success of the implementation efforts in each of the projects.

Criterion Six: The Fullan model should suggest explanations regarding the implementation of change.

The model. Fullan (1982:56) indicated that his intent was to list fifteen factors which "causally influence implementation." It appears that the model is intended to suggest an ability to offer explanations regarding the possible causes for the success or failure of particular implementation efforts.

Application to the case studies. Reference has been made, in considering the previous five criteria, to the fact that the factors appear to offer explanations for the comparative success or failure of the projects in the study. Factors in all four categories appear to have had an impact, positively or negatively, in all four case studies. It was also apparent in the analyses that in a number of cases where certain factors had not been attended to initially, and implementation efforts appeared to be in difficulties, the local project seemed to obtain an additional impetus once these factors had been taken into consideration. This was most noticeable in Slave Lake where, with the appointment of a new coordinator in May 1981, greater attention was paid to factors such as the need and relevance of the proposed projects and to obtaining the support of the school principals and teachers. It was also apparent in Lac La Biche, where the support of the central office and school staffs was only obtained following persistent efforts by the coordinator. In Lac La Biche the fact that considerable planning went into the early stages of the project immediately after the hiring of a coordinator, also appeared to support the implementation effort.

Conclusion. It appears that the Fullan model is capable of suggesting possible explanations for the success or failure of particular change efforts.

SUMMARY

In this section of the chapter the model based on the fifteen factors identified by Fullan (1982:56) as causally influencing the implementation of change, was assessed for its usefulness as a descriptive and an analytical tool, using six criteria based on those set forth by Dye (1981:43). These same six criteria had been used earlier in an assessment of the Elaborated Leadership Obstacle Course model presented by Herriot and Gross (1979).

The Fullan model was found to be useful on all six criteria set out by Dye. It was found to assist in ordering the events and activities associated with each project. It also assisted in the understanding of the change attempts, though there is a certain hesitation regarding the use of the word "simplified." The model did provide for the description and analysis of the essentially complex and dynamic change process, and consequently it did assist in facilitating the understanding of the changes. The model did not appear, however, to reduce the process to such a simplistic state where inaccuracies might develop in the understanding of the changes.

The factors listed in the model are those, according to Fullan, which extensive research has indicated affect the implementation effort. Consequently, the factors can be said to be relevant and significant in the general context of change, though for each particular change attempt it will be necessary to place emphasis where such is required. It seems too, that the model is congruent with reality; the factors listed in it have been found to effect implementation in that it was possible to identify their presence, as either positive or negative forces, in the case studies.

Given its success with the preceding criteria and as a result of its value in analyzing the four case studies, the model was found to communicate something meaningful regarding the

implementation of change. It also helped direct inquiry and research as the case studies were being analyzed, and appeared to suggest explanations for the relative amounts of success which the four projects in the study appeared to enjoy.

CHAPTER SUMMARY

In this chapter both the Elaborated Leadership Obstacle Course model and the model of change based on the fifteen factors identified by Fullan were assessed according to the six criteria of usefulness which were adapted from those identified by Dye (1981:43). The models were assessed specifically to consider their usefulness in describing and analyzing the events and activities in the four projects, the case studies of which were developed in the study.

The six criteria were applied to each of the models to determine whether they contained the features, or allowed for the applications, which the criteria required. The case studies were then examined to see whether these features and capabilities assisted in the description and analysis. It was concluded that both models met all six criteria set out by Dye and that they were useful in describing and analyzing the events and activities of the attempts to implement change in each of the four projects described in the case studies.

The ability of the Fullan model to simplify the view of the change process was accepted, though the fact is not emphasized. This is in keeping with Fullan's own admonition that the fifteen factors must be seen as interrelated and that change must be seen as a complex, dynamic, process. While the model did assist in the understanding of this process in the four case studies, its ability to order the description and analysis, allied to its ability to focus on important and relevant factors affecting the implementation process, were considered more worthy of emphasis than its ability to simplify.

CHAPTER VIII

SUMMARY, CONCLUSIONS AND IMPLICATIONS

This chapter contains a summary of the design of the study, and the study findings. Also included are conclusions of the study and a discussion of the implications of these conclusions for both the practice and the study of educational change.

A. Summary

Purpose of The Study

The purpose of the study was to determine the overall usefulness of the Elaborated Leadership Obstacle Course model of the implementation of change, developed by Herriott and Gross (1979) and of the model based on the fifteen factors which Fullan (1982) identified as causally influencing the implementation of change. The purpose of the study was to determine the usefulness of the two models for describing and analyzing change efforts.

Significance of the Study

The study was considered significant for a number of reasons. First, it is necessary to determine whether the abstractions or representations which were portrayed in the models were reasonably congruent with the reality which they purported to represent.

Second, by assessing each of the models on six specific criteria of usefulness it was possible to identify areas where each model appeared to be more or less useful. This information would increase the models' utility as prescriptive, planning instruments, as descriptive frameworks, or as analytical frameworks.

Third, it was considered appropriate to examine the implementation of the change

attempts, as such examinations assist in identifying variables which are significant in the change process. This identification of variables which were not previously emphasized leads to an enriching of our understanding of the change process.

Methodology

There were three distinct, sequential phases identifiable in the case study methodology which was used in this study. The first of these was the development of the four case studies themselves. The second phase was made up of the analysis of the four case studies using both the Elaborated Leadership Obstacle Course model and Fullan's fifteen factor model. The third phase of the study was the application of the six criteria of usefulness identified by Dye (1981) to each of the two models.

The Case Studies. Four case studies of change projects associated with Education North were developed. Education North was a planned intervention by Alberta Education, with the support and cooperation of other government agencies, provincial and federal, in seven selected communities in northern Alberta. The purpose of the Education North interventions was to provide funding for specified projects designed to encourage parents, teachers and other members of the selected communities to work together in improving the quality of the education experience for school-aged children.

While the project had its genesis in the work of a number of committees and reports of the early 1970's, it was not until 1979 that specific communities and specific projects were selected for inclusion in the umbrella project. The initial plan was to fund the projects for a three year period, from 1979 to 1982, and during this period the workings of the projects and of the overall Education North operation were to be monitored and evaluated by an External Evaluation team. The case studies which were developed and analyzed in this study were

confined to this three year period and to four of the seven Education North projects.

The four particular projects were selected by the researcher as they represented the broader range of activities found in the overall Education North project. One of the case studies recounts the events and activities of the only project in which the Minister of Education terminated his agreement with the community group prior to the expiry date, thus effectively terminating the project. The remaining three case studies are of the projects identified by Ingram and McIntosh (1981:137) as most clearly exemplifying the three prototypic strategies used in the Education North project. The four case studies which were developed and analyzed in the study dealt with the Lac La Biche, Little Red River, Slave Lake and Wabasca-Desmarais projects. In Lac La Biche, Ingram and McIntosh, the external evaluators, had found that a Funding Strategy had been used, in Little Red River it was a Project Strategy and in Slave Lake use was made of a Society Managed Strategy. In Wabasca-Desmarais the project was terminated in April 1981, more than a year earlier than initially planned.

The case studies were developed from data contained in the files on the Education North project which were maintained by the external evaluation team. These files were made up of materials from a number of sources related to the Education North project. The external evaluation team was given access to background material dealing with the establishment of the Education North project that is contained in the files of Alberta Education. In addition, the provincial coordinators of Education North provided the external evaluation team with copies of all files on the local projects. Members of the external evaluation team attended all meetings of The Minister's Advisory Committee during the 1979-82 period and received copies of the minutes of these meetings.

In addition, the external evaluation team established and maintained close ties with the societies established to administer the projects in all seven local areas. During the three year period included in the study, structured interviews were conducted with over eighty people

associated either with Provincial Education North operation or with the four project groups included in this study. More than one interview was conducted with most of these people, particularly with the school principals and coordinators. Interviews were also conducted with a number of parents of children attending each of the schools associated with the Education North project. Interviews were conducted in the Spring of 1980 and again in 1982. Altogether one hundred and twenty eight interviews with parents were carried out in 1980 and one hundred and twenty three interviews were conducted in 1982. The purpose of these interviews was to obtain information regarding the parents' perceptions of the extent of community involvement in the schools. Transcripts of all interviews were included in the files kept by the External Evaluation Team and were used in this study as information in the writing of the case studies.

The researcher in this study was project administrator for the external evaluation team during the 1979-82 period and was liaison person between the local project groups and the evaluation team. He conducted many of the interviews himself, and was present at many others which were conducted by other evaluation team members. He visited all four project communities in this study during the project period and was involved in analyzing the data used in the evaluation of the projects. He was also involved in the development and preparation of material for inclusion in the reports of the Evaluation Team.

The analyses. Each of the four case studies was analyzed using both the Elaborated Leadership Obstacle Course (ELOC) model and the model of change implementation based on the fifteen factors identified by Fullan.

During the analyses using the ELOC model each of the case studies was analyzed by considering whether or not tasks, appropriate to each of the five sequential stages, were considered or attended to by the members of the Education North project group. A brief

summary was provided for each of the case studies in each of the five model stages.

The Fullan model was utilized in much the same manner as the ELOC model.

Evidence was sought in the case studies to determine whether or not the local project groups had succeeded in ensuring that the fifteen factors identified by Fullan worked in such a manner as to support the change effort and increase the likelihood of successful implementation. The factors were considered individually, though they were grouped in the four general categories provided by Fullan.

Criteria of Usefulness

Following the analyses of the case studies the usefulness of the ELOC model and of the Fullan model, in describing and analyzing change, was assessed, using the six criteria adapted from Dye (1981:43-45). These criteria were:

- #1. The models' usefulness in ordering and simplifying the implementation process.
- #2 The models' usefulness in identifying the really significant aspects of the implementation process.
- #3 The apparent congruence between the models and the reality of the change attempts.
- #4 The models' usefulness in communicating something meaningful.
- #5 The models' usefulness in directing inquiry and research.
- #6 The models' usefulness in suggesting an explanation for the relationships which were identified.

B. Findings and Conclusions

Criterion #1

It was concluded that both the Elaborated Leadership Obstacle Course model and the Fullan model assisted in ordering and simplifying the process of describing and analyzing the events and activities in each of the four change projects in the study. It was found, however, that both models tended less to simplify the understanding of the change processes in the four case studies, than to order the approach of the description and the analysis. Dye (1981:43) warns that "too much simplification can lead to inaccuracies in our thinking about reality." While both models provided a focus for analysis, neither of them suggested that the implementation of change should be, or could be, understood, other than as a dynamic, complex, interactive process.

The Elaborated Leadership Obstacle Course model focused the analyses of the case studies on the five sequential stages and on the tasks which had to be attended to in each of the five stages. Focusing in this manner was considered to be useful in ordering the analyses and assisting in the understanding of the relationships between various tasks which those in leadership positions in change attempts must attend to.

The Fullan model was found to provide two distinct types of focus for each of the analyses. First, the model drew attention to four distinct, major areas to which those attempting to implement educational change should attend. Second, the model identified fifteen factors which had been found to causally influence the implementation process. Such foci facilitated the analysis of the case studies by allowing the researcher to examine the events and activities of each project to determine whether action had been taken to ensure that the factors functioned in such a way as to support the implementation process. The Fullan model facilitates our understanding of the change process by ordering the manner in which the data

can be presented and examined. Fullan warns, however, that such ordering should not delude researchers into assuming that events occur in this same orderly fashion. The model does not propose any specific sequencing of events. Rather, each factor can affect the implementation process negatively or positively at any stage. Furthermore, the factors may interact with one another in a dynamic fashion. Taking these various warnings and reservations into account the Fullan model was found to be useful in ordering and simplifying the description and the analyses of the four case studies while at the same time not creating any misconceptions regarding the complex, dynamic, interactive nature of change generally, and these four change efforts in particular.

Criterion #2

While approaching change from different perspectives both models were found to be useful in identifying significant components of the change attempts described in each of the four case studies. Both models provided a focus for the examination of the case studies and in doing so facilitated the identification of tasks and factors which appeared to have significantly affected the implementation process in a negative or in a positive fashion.

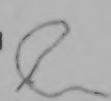
The Elaborated Leadership Obstacle Course model provided the five stages through which change projects would progress and proposed specific tasks which would require attention in each of these stages. It was possible in the analyses to identify task areas which appeared to have received adequate attention in certain projects and which appeared, consequently, to significantly affect the attempted implementation. While Dye (1981:44) warns that "what is 'real,' 'relevant,' and 'significant,' is, to some extent, a function of an individual's personal values," it is important, when examining change, to be able to identify variables which may affect the success of the implementation effort.

This requirement would appear to be quite independent of the personal values of

those attempting to implement the change. Indeed, the model did not address the matter of personal values and may be more valuable because of that. It raised the matter of task areas which could require attention in order for an implementation to succeed. As such it could have acted as a mental check list and drawn attention to tasks, which, because of personal bias, belief, or oversight, could have been omitted in the considerations within the local group, - but which could, nonetheless have been significant in the implementation process. The task areas which the ELOC model did, in fact, draw attention to, were found to be important for the implementation efforts in the four case studies which were developed and analyzed.

The Fullan model provided the same type of overview of the four change attempts. Certain of the factors were obviously not attended to in some of the projects. Keeping in mind Fullan's admonition (1982:57) that the factors should not be thought of "in isolation from one another," it is possible to say only that such omissions may have negatively affected the implementation attempts. The identification of such elements would appear to be significant for those attempting to implement change.

Criterion #3

Both the ELOC model and the model based on Fullan's fifteen factors were found to be congruent with the reality of the change attempts described in the case studies. Herriott and Gross (1979) and Fullan (1982) provided considerable empirical support for their models. Neither model is presented in an authoritative fashion, however, nor do the proposers suggest that all changes must follow these models rigidly. Both models are presented in a somewhat pragmatic fashion and their usefulness is dependent, at least in part, on the exercise of good judgement by those involved with the change, in identifying what Herriot and Gross refer to as "leadership tasks" and what Fullan refers to as "sub-variables," which are relevant to the particular change being considered. 

Criterion #4

Considering the fact that the models met the previous three criteria, it was inevitable that they would also be found to communicate something meaningful. At a more superficial level neither model was found to contain terminology which was unacceptably ambiguous or esoteric. Both models were sufficiently well explained by the proposers that it was considered unlikely that too many people would disagree over the basic meaning of the concepts which the models intended to deal with.

Criterion #5

Both the Elaborated Leadership Obstacle Course model and the Fullan model were found to assist in directing the inquiry into the implementation of the change efforts in the four projects in the study. Both models focused the research on relationships and events which were verifiable and observable. For example, it was possible to verify that the school personnel did not participate in the Lac La Biche project in the early days; that there was a clear, identified need specified in Little Red River from the very start of the project; that relationships were strained in the Slave Lake project between the first coordinator and the school principals; that the school principals in Wabasca and Desmarais never participated in that project.

Criterion #6

Both of the models used in the analyses also provided insights into possible causes for the varying amounts of success which the four projects in the study appeared to enjoy. This may be in keeping with Elmore's admonition (1978:190) that models frequently assist us in providing a common sense explanation for implementation failure. The ELOC model assisted

in the identification of particular tasks which appeared to have received insufficient attention in the local project. It allowed for the identification of areas where those involved with the project appeared to move too hastily into a later stage of the model without having dealt adequately with the prior stage. Similarly, in the application of the Fullan model to the four case studies, factors were identified in all four categories of the model which appeared to have had an impact, positively or negatively on the implementation of the projects.

Summary

Both the Elaborated Leadership Obstacle Course model developed by Herriott and Gross (1979) and the model based on the fifteen factors which Fullan (1982) identified as influencing the implementation of change in a causal manner were found to meet the six criteria of usefulness set out by Dye (1981). The models were found to be useful in describing and analyzing the events and activities recounted in the four case studies of attempted change which were presented earlier in the study.

Both of the models require that their users expand them in such a fashion that they are attuned to the specific ideosyncracies of the particular change which is to be implemented. The models must also be in tune with the details of the environment in which the change is to be implemented. It is only when the models are refined and expanded in this manner that they serve a useful purpose.

Worthen (1977:11) pointed out that "the value of 'models' lies in their ability to help us think, to serve as mental checklists of things we ought to consider, or remember, or worry about." The usefulness of both the Elaborated Leadership Obstacle Course model and the Fullan model appears to be heavily dependent on the insightfulness and capacity for good judgement with which those attempting to use the models are endowed.

It should also be noted that neither of the models attempts to portray change as a

"simple" process. Rather the usefulness of both of the models appears to be enhanced by the manner in which the essentially complex and dynamic process of change is presented in an ordered fashion. Both models allow for a focused, but not restricted view of change and the implementation process.

C. Implications

The assessment of the usefulness of the Elaborated Leadership Obstacle Course model and of the Fullan model raises a number of implications which are discussed in this section. These implications appear to relate specifically to the practice of change implementation and also to the theoretical and research bases for the implementation of change. A number of the implications which are discussed might be included in both categories, but are placed where their relevance was seen to be most prominent.

Implications for Practice

1. Both the Elaborated Leadership Obstacle Course model and the Fullan model of change implementation were found to be useful for describing and analyzing the change efforts described in the study. The phases, tasks, characteristics and factors contained in the two models were found to be useful in identifying critical areas in the change efforts which were examined. The process of examining change after it has been attempted or has taken place should provide useful insights into the variables which most seriously affect the process of the implementation of change. The two models which were used in this study can be used successfully to identify and describe these variables. The two models appeared to be particularly well suited to identify tasks and factors which did not appear to have been given

sufficient attention by the local groups. In this regard the models appear to have potential as planning instruments which would point to areas which should be considered by those attempting to implement change.

2. While both models appeared to be comprehensive in a general way, it is clear that there is need, at the practical level, to expand both of them to meet the requirements of the specific change to which they are being applied. In the case of those attempting to use the Elaborated Leadership Obstacle Course model it would appear to be necessary to identify tasks which must be addressed in each of the five phases. In the Fullan model it would appear that it will be necessary to make decisions regarding the placing of certain factors in the four categories provided by Fullan. Some factors may be relevant for more than one category, while it may be required to move others from the category proposed by Fullan to one of the others. When using the Fullan model it would appear that it will also be necessary to break each of the factors down into what he calls the sub variables. The sub variables should address the manner in which each of the factors might affect the particular change which is under consideration.

In the analyses of the four case studies using the Fullan model, it was not possible to find reasons why "time line" and "information system" were grouped together as one factor. It appeared that the two components were essentially different and might be more useful if they were considered as separate factors, thereby increasing the overall number of factors in the model to sixteen.

3. The first implication which was discussed raises the matter of the usefulness of the models as analytical tools in an *a posteriori* analysis of a change effort, that is, after the change has already been put in place. It would seem also that the models should be of value in the planning stages of an innovation, by drawing attention to tasks and factors which, if

appropriately attended to, would increase the likelihood of successful implementation. The models should also provide overall frameworks which could be used to monitor the ongoing operation of the implementation process.

4. While both models were designed and developed with professional educators in mind, they appear to have equal utility for lay people working in the area of educational change. Their usefulness may be particularly welcome to volunteer groups or groups in which expertise in the area of change is not particularly high. Such groups should find that the models, applied appropriately to their particular situation, enhance the likelihood of successful implementation of change, by drawing attention to variables which might otherwise be overlooked but which could seriously affect the implementation efforts.

5. The case studies to which the models were applied described change efforts which were different in very many respects. The changes involved different types of community involvement and the communities and schools also differed in their organization and composition. The schools varied in size and in level. There were elementary, junior and senior high schools involved in the Education North project. Two of the four projects examined in this study were based in native communities. There were a large number of native people resident within the other two project areas also, but Lac La Biche, in addition to the predominantly native and metis communities of Caslan and Kikino, also had sub-projects in Plamondon which was almost totally francophone, in Wandering River which was predominantly anglo-saxon, though with a strong French element, and Rich Lake which had an almost entirely white population, mainly Anglo-Saxon in origin. Both models appeared to be equally well suited to the analysis of the change attempts in all of the different types of settings.

There was no apparent difference either in the usefulness of either of the models in

analyzing any particular change strategy in the family of change strategies which were selected for description in the case studies. It did appear, however, and has been noted, that the models were better suited to identifying those areas in which the local societies did not attend to tasks which subsequently appeared to be significant.

6. Both models were initially developed and proposed for consideration with change in school or school system settings. While the Education North projects were educational in orientation, their purposes were somewhat different from the more limited, traditional definition of educational change which Fullan and which Herriott and Gross dealt with in developing a theoretical basis for their models. Only in one of the four projects, Little Red River, did the purpose of the project come close to the area which would generally fall within the purview of educational change. Despite this broadening of the domain to which the models were applied, both were found to be useful in describing and analyzing the events and activities in all four projects. The stages and task areas in the Elaborated Leadership Obstacle Course model, and the factors in the Fullan model were found to provide useful descriptive and analytical frameworks for the four case studies.

Implications for Theory and Research

1. It was mentioned in the previous section, dealing with implications for practice, that both models are comprehensive in a general way. Herriott and Gross propose a number of tasks which might be relevant in a particular change effort and Fullan draws attention to the need to identify the subvariables associated with the factors which he lists, in the context of the particular change which is being developed or examined. As tools, both models will only be useful when additional refinement is added to the general basic models. This refinement must

be attended to by those involved with a particular change in a particular situation at a particular point in time. Both models demand this exercise of sound judgement on the part of those attempting to implement a change.

2. Neither of the models addresses the matter of the nature of the leadership required in order to successfully implement change. While this study did question whether or not those in leadership positions overcame the actual and potential obstacles to implementation, and whether or not they considered particular factors in their implementation efforts, it did not consider the qualities or characteristics which would be desirable in a leader attempting to implement a particular change. Additional research could point to particular desirable qualities in a leader when attempting to implement specific types of change. It could also provide a theoretical basis for arriving at a congenial match between particular types of communities and leaders who would be more likely to be successful in implementing a particular change in a given type of environment. These considerations appear to support the need for paying greater attention to the contingent nature of leadership which has been emphasized in the past by numerous authors. (See, for example, Fiedler, 1967; Hersey and Blanchard, 1977; and Vroom, 1975). Ingram and McIntosh (1983b) raised questions regarding the appropriateness of particular types of leadership styles for particular communities. Additional research could address the question of including the nature of the project as a variable in these considerations and the matter of specific leadership skills for particular types of projects and communities, also appears to be worth addressing.

3. Neither of the two models deal in any way with the question of the inherent value or quality of the proposed change. Fullan (1982:14) deals with this question as an element to be considered prior to any decision to adopt a particular innovation. It seems, however, that the

quality and inherent value of a particular change ought to be included and maintained as an element in a constant monitoring scheme, rather than being dealt with as a decision which is made at a single point in time and subsequently implemented. This is particularly relevant in the case of projects which are intended to last for a number of years but are implemented in contexts, (and by people) which do not, themselves, remain unchanged during the period of time which the project encompasses.

4. In commenting on why particular changes appeared to be readily adopted but not successfully implemented in schools, Huberman and Miles (1984:69) stated that they "noted a sort of 'Scarlett O' Hara effect' among administrators that influenced their decision to adopt. For most, the project looked good; it came well recommended and, sometimes, well endowed." As a result of the analyses conducted in this study it would appear that only in Little Red River was Education North seen as being a possible means to remedy or alleviate a clear, recognized, need. Whether this need should have been dealt with through Education North or not is not relevant to the purposes of this study. It would seem that, in the three other project areas considered in this study, the fact that money was available appeared, to a greater or a lesser degree, to be the major force in the decision to get involved with the Education North project, and not some clearly expressed, identified, need. It may be politically expedient to provide financial incentives in this manner. From the point of view of bringing about desired change, however, it might be worthwhile spending more time clearly articulating local needs prior to making financial grants available. Both the Elaborated Leadership Obstacle Course model and Fullan's fifteen factor model emphasize the need to attend to the clear articulation of need. The extent to which the prior availability of government or external funding affects the process of needs articulation may require consideration.

5. When dealing with the question of the relevance and need for Education North in three of the four projects considered in this study there are additional factors which appear to come into play. The analyses of the case studies of the projects in Lac La Biche, Slave Lake and Wabasca-Desmarais suggested that what had transpired was that a need had been identified by the members of a comparatively small core group. The successful implementation of the project then depended on the ability of the members of this group or of the executive of the society or of the coordinators to persuade other community members of the identified need. Montagu and Matson (1983:113), in discussing the critical role of persuasion in contemporary society, refer to its pervasiveness and insidiousness in reducing the individual's capacity for free will and reasoned choice. This manipulation of need is a phenomenon which may require further study particularly in cases where conditional funding strategies are used. It may be fruitful to consider whether the needs which are met through the expenditure of these conditional funds are real in any fundamental sense or whether they are needs whose identification was stimulated and cultivated by the availability of funding.

6. The analyses of the case studies indicated a need for greater consideration of the fact that the introduction or implementation of a change in one area of an organization or of a community is likely to have spill-over effects elsewhere. That this was not considered in detail, either at the provincial or local levels, in the Education North project, can be seen by the confusion which prevailed in the Lac La Biche project when educators were advised not to get involved in a project which would clearly involve the schools. It was further evident in the fact that those involved in the Slave Lake Society did not consider the implications which their actions might have on the teachers and administrators in the schools.

7. Prebble (1975:185) pointed out that most of the literature on change suggested that

there was a definite series of sequential steps through which a system or an organization passed as it attempted to introduce an innovation. A number of these essentially sequential models have been referred to earlier (see pp. 2-8, 2-9). These have been put forward by such well-known writers in the field of change as Rogers (1961), Rogers and Shoemaker (1971), and Havelock (1973). Both the Overcoming Resistance to Change model developed by Argyle (1967) and the Leadership Obstacle Course model developed by Gross et al. (1971), which are recognized by Herriot and Gross as the antecedents of their Elaborated Leadership Obstacle Course model, follow this essentially sequential, uni-directional pattern. While the Elaborated Leadership Obstacle Course model does propose a particular sequence as a general guide, it also emphasizes the iterative nature of the change process and includes a feedback component to allow for alterations to plans or proposals in the light of changing circumstances. Fullan, too, emphasizes the essentially dynamic and interactive nature of change and does not attempt to identify any sequence in which the fifteen factors in his framework should be dealt with. The dynamic nature of both of these models appears to be more in keeping with the essentially complex process whereby educational change is brought about.

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